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Soldiers' pensions.

Canada. Parliament. House of  
Commons. Special Committee on  
Soldiers' Pensions.

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# SOLDIERS' PENSIONS

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PROCEEDINGS OF THE SPECIAL COMMITTEE APPOINTED  
TO CONSIDER AND REPORT UPON THE RATES OF  
PENSIONS TO BE PAID TO DISABLED SOLDIERS,  
AND THE ESTABLISHMENT OF A PER-  
MANENT PENSIONS BOARD

COMPRISING THE  
EVIDENCE TAKEN AND STATEMENTS SUBMITTED IN CONNECTION  
THEREWITH, MARCH 14TH TO MAY 10TH, 1916.

PRINTED BY ORDER OF PARLIAMENT.



OTTAWA

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1916





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## ORDER OF REFERENCE.

HOUSE OF COMMONS.

OTTAWA, March 14, 1916.

Ordered,—That the papers brought down and laid upon the Table of the House, that is to say, a copy of the pension list in force in Canada for disabled soldiers and the petitions, letters or other documents relating to the amendment or readjustment of the same be referred to the following Committee:—

Messrs.

Green,  
Hazen,  
Lemieux,  
Macdonald.

Macdonell,  
Oliver,  
Scott.

And that the said Committee be authorized to consider and report upon the rates of pensions so authorized, the establishment of a Permanent Pensions Board and any other matters relating thereto or connected therewith.

Attest.

THOS. B. FLINT,

*Clerk of the House of Commons.*

TUESDAY, March 21, 1916.

Ordered,—That the names of Messrs. Nickle and Nesbitt be added to the said Committee.

Attest.

THOS. B. FLINT,

*Clerk of the House of Commons.*

TUESDAY, March 21, 1914.

Ordered,—That the said Committee be empowered to report from time to time to send for persons and papers and take evidence; and that they be granted leave to sit while the House is in session.

Attest.

THOS. B. FLINT,

*Clerk of the House of Commons.*

FRIDAY, March 24, 1916.

Ordered,—That the said Committee be granted leave to have the evidence taken by them together with the written statements submitted in connection therewith, printed from day to day, and that Rule 74, relating thereto, be suspended.

Attest.

THOS. B. FLINT,

*Clerk of the House of Commons.*





### THIRD AND FINAL REPORT.

HOUSE OF COMMONS OF CANADA,

WEDNESDAY, May 10, 1916.

The Special Committee, appointed to consider and report upon the rates of pensions to be paid disabled soldiers of the Canadian Expeditionary Force and the establishment of a Permanent Pension Board and any other matters relating thereto or connected therewith, have carefully considered the questions submitted to them, and beg to submit the following as their Third Report:—

(1) Your Committee, appreciating the probable short duration of the present session of Parliament, and the difficulties that might be encountered and not adequately met if the entire pension system of Canada were reviewed, have limited their inquiries and recommendations to pensions and assistance for the members of the Canadian Expeditionary Force in the great war which began in August, 1914, and to the system of pension administration likely to secure the most equitable and satisfactory results.

(2) That all pensions, expenses for appliances—such as artificial limbs—and for vocational training, or other advantages awarded to members of the Canadian Expeditionary Force, or their dependents, be paid by the Government of the Dominion from the national funds.

(3) That three persons, to be known as the Board of Pension Commissioners, hereinafter called the Commission, be appointed to hold office, during good behaviour, for ten years unless removed for cause, and to this Commission be entrusted the consideration, determination and administration of all Military and Naval pensions.

(4) That the Commission have full authority and responsibility to deal with and determine all matters pertaining to pensions, and from their decision there be no appeal; provision, however, should be made for any complainant so desiring to present his case, either personally or by Counsel, before the full Commission sitting for the purpose of hearing the complaints of those who may have been dissatisfied with awards given in the ordinary course of administration.

(5) That the Commission have authority to engage such clerical and other assistance as may be considered by them requisite for the transaction of their duties, at such salaries as may be approved by the Governor in Council, and to make such rules and regulations as may be necessary to facilitate administration; such rules and regulations to be submitted for approval to the Governor in Council.

(6) That the pension awarded any member of such Force, or any dependent of such member, should not be capable of being assigned, charged, attached, anticipated or commuted.

(7) That all pensions awarded to members of such Force be determined by the disability of the applicant without reference to his occupation prior to enlistment.

(8) That each case be subject to review at the end of a year from the time the pension is first granted, except in those cases where the disability is obviously permanent, and then there be no further review.

6-7 GEORGE V, A. 1916

(9) That, to encourage industry and adaptability, no deduction be made from the amount awarded to such pensioner owing to his having undertaken work or perfected himself in some form of industry. The welfare of the State demands that so far as possible those who are at all able should endeavour to augment their pension allowance. If the pension granted were subject to reduction owing to the recipient having remunerative work, your Committee are of the opinion that a premium would be put on shiftlessness and indifference. That provision be made by the Commission for vocational training for those who are desirous of taking advantage of it, and for the supplying of artificial limbs and appliances, from time to time, to those who would thereby be benefited. This subject is within the province of the Military Hospitals Commission, and is now receiving attention.

(10) That provision be made by the Commission for entrusting to a reputable person for administration, the allowance to any pensioner or to any dependent when the Commission is satisfied that it is being improvidently expended by the ordinary recipient, the expense of such administration, if any, to be borne by the Commission.

(11) That a member of such Force, on account of disability incurred on active service or aggravated thereby, be pensionable at the following rates for total disability:—

	Yearly.
Rank and file . . . . .	\$ 480 00
Squad, Battery or Company Sgt.-Major. . . . .	510 00
Squad, Battery or Company Q.M. Sergeant. . . . .	
Colour Sergeant . . . . .	
Staff Sergeant . . . . .	
Regimental Sgt.-Major not W.O. . . . .	620 00
Master Gunner not W.O. . . . .	
Regimental Q.M. Sergeant. . . . .	
Warrant Officer . . . . .	680 00
Lieutenant . . . . .	720 00
Captain . . . . .	1,000 00
Major . . . . .	1,260 00
Lieutenant-Colonel . . . . .	1,560 00
Colonel . . . . .	1,890 00
Brigadier-General . . . . .	2,700 00

(12) That those who are entitled to be awarded pensions be divided into Six Classes, and to each member of each Class be awarded a pension in the direct proportion of his disability to total disability, as follows:—

Class 1.—Total disability, 100 per cent.

For example,—Loss of both eyes.

Loss of both hands, or all fingers and thumbs.

Incurable tuberculosis.

Loss of both legs, at or above knee joint.

Insanity.

Permanent extreme leakage of valves of heart.

Class 2.—Disability 80 per cent and less than 100 per cent—pension 80 per cent of Class 1.

For example,—Loss of one hand and one foot.

Loss of both feet.

Disarticulation of leg at hip.

## APPENDIX No. 4

Class 3.—Disability 60 per cent and less than 80 per cent—pension 60 per cent of Class 1.

For example,—Loss of one hand.

Loss of leg, at or above knee.

Loss of tongue.

Loss of nose.

Class 4.—Disability 40 per cent and less than 60 per cent—pension 40 per cent of Class 1.

For example,—Loss of one eye.

Loss of one foot.

Total deafness.

Loss of two thumbs.

Class 5.—Disability 20 per cent and less than 40 per cent—pension 20 per cent of Class 1.

For example,—Loss of one thumb.

Anchylolysis of elbow, knee, shoulder, wrist or ankle.

Class 6.—Disability under 20 per cent, a gratuity not exceeding \$100.

For example,—Total deafness in one ear.

Partial deafness in both.

Loss of index, or other finger.

(13) That, to those, up to and including the rank of Lieutenant, who are totally disabled and in addition are totally helpless so far as attendance to their physical wants is concerned, the Commission may make a further grant subject to annual review of not exceeding \$250 a year.

(14) That a disabled member of such force, up to and including the rank of Lieutenant, entitled to a pension in the 1st, 2nd or 3rd Class, in addition to his personal pension, be entitled to draw \$6 a month for each child; of the rank of Captain, \$7 a month for each child; of the rank of Major, \$8 a month for each child; of the rank of Lieut.-Colonel, Colonel or Brigadier-General, \$10 a month for each child, a child to include a step-child and a child in respect of which such member was *in loco parentis*.

(15) That, if a member of such Force has been killed, or has died as the result of injuries received, or disease contracted or aggravated while on active service, the widow, until remarriage, be entitled to the equivalent of the pension mentioned in Class 2, and also be entitled to draw the allowance recommended for children; on the remarriage of the widow her personal pension cease, but that she be entitled then to draw a gratuity of an amount equivalent to one year's pension.

(16) That, if a member of such Force who has been killed, or has died, as the result of injuries received, or disease contracted or aggravated while on active service, was a widower, but leaves a child or children, as defined by this report, said child or children receive \$12 per month each.

(17) That, in the event of an application being made for a pension on behalf of a woman who has, without being married to a member of such Force, lived with him as his wife, or on behalf of the child or children of any such man or woman, the Commission be authorized to grant the customary pension for a wife or for a



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child or children, on being satisfied that the circumstances were such as to warrant the conclusion that the woman had at the time of enlistment and for a reasonable time, previously thereto, publicly been represented as the wife of said member of such Force, or if the Commission is satisfied that justice would be done by the recognition of such woman, for the purpose of pension, as the wife of such member; on the marriage of the woman her personal pension cease, but that she be entitled to draw a gratuity of an amount equivalent to one year's pension.

(18) That no payment be made on account of any child, if a boy over the age of sixteen, or if a girl over the age of seventeen, unless owing to mental or physical infirmity the child is incapable of earning a livelihood, in which case the pension may, if in the discretion of the Commission it seems best, be continued until the child is twenty-one. That no pension be paid in respect of a child after the marriage of such child.

(19) That no pension be paid, when disability or death was occasioned by the negligence of the member of the Canadian Expeditionary Force, to any person claiming, or on whose behalf a pension is claimed, unless the Commission otherwise consent.

(20) That in all cases the claims for personal pensions must be made within two years of the date of the appearance of the disability in respect of which the claim is made.

(21) That a widowed mother, step-mother, or grandmother, wholly or mainly dependent upon a member of such Force who is killed or dies as the result of injuries received, or disease contracted or aggravated while on active service, if such member was without dependent children and unmarried, or a widower, be entitled to a pension of Class 3, provided, however, that no such woman be entitled to more than one pension; on the marriage of the woman such pension cease, but that she be entitled then to draw a gratuity of an amount equivalent to one year's pension.

(22) That a father, wholly or mainly dependent upon a son who is a member of such Force and who is killed or dies as a result of injuries received or disease contracted or aggravated while on active service, if such member was without dependent children and unmarried, or a widower, be entitled to a pension of Class 3.

(23) That if a member of such Force to whom a pension has been granted in either Class 1 or in Class 2 dies, leaving a wife to whom he was married at the time of his incurring the disability in respect of which his pension was granted, or a woman occupying at said time the position of a wife within the purview of Clause 17 of this report, or leaving children by such wife or woman, the pension for the Class next below that granted the said member be given said wife or woman, and the allowance on behalf of any child or children be continued subject to the restrictions as to age as provided by Clause 18 of this report; on the marriage of the wife or woman her personal pension cease, but that she be entitled to draw a gratuity equivalent to one year's pension.

(24) That pensions to widows and children take effect from the day following that on which the death of the member of such Force, in respect of which said pension is granted, occurred and that a gratuity equivalent to two months' pension be paid the first month in addition to the pension.

(25) That strong recommendations were made to your Committee that the Reservists of the Allies who were *bona fide* residents of Canada at the time they were called to the colours of their respective countries, and who left their dependents with the intention of returning to Canada after the war to make it their home, should be



## APPENDIX No. 4

treated on the same basis as those enlisting from Canada in the Canadian Expeditionary Force, and that this country should supplement the pension granted respectively by the Allies.

As your Committee were unable to get definite information as to the policy of the other Governments, and sufficient information to warrant a sound conclusion being reached, your Committee recommend that the Commission give the matter of pensions to Reservists and their dependents careful consideration and investigation, so as to permit a full report being made to the House at its next Session.

The attention of the Canadian Patriotic Fund should be directed to the advisability of its aiding in the meantime the dependents in Canada of such Reservists as have become disabled, and whose dependents as a result require assistance.

Your Committee are, however, of the opinion that if provision be subsequently made for supplementing pensions given to Reservists by their respective Governments, it should apply to men who, at the time of their being called to the colours, had dependents *bona fide* residing in Canada and who continued in Canada during the war. And that such supplementary pensions be not continued beyond the time that the dependents of such Reservists actually continue to reside in Canada.

(26) That, in the administration by the Commission, in order to obviate the annoyance and distress incidental to delay, great care be taken to insure all applications being considered and determined with the utmost despatch.

(27) That in due course legislation be introduced confirming this report, but that in the meantime, proceedings be taken to forthwith bring it into effect.

(28) That the provisions of this report relating to the granting of pensions be made effective as and from the date of the declaration of war, August 4, 1914.

Your Committee also recommend that this report and the evidence and the statements submitted herewith, together with a suitable index to be prepared by the secretary of the Committee, be printed forthwith for distribution, and also printed in the appendix to the Journals of 1916, and that Rule 74 be suspended in relation thereto.

On motion of Mr. Hazen, it was ordered, That the said Report and Evidence be printed forthwith, and that Rule 74 be suspended in relation thereto.

MOTION THAT REPORT BE RECEIVED, ETC.

THURSDAY.. May 18, 1916.

On motion of Mr. Hazen, it was resolved, That the Report of the Special Committee appointed on the 14th day of March last, to consider and report upon the rates of pensions authorized, the establishment of a Pensions Board and other matters relating thereto, presented to the House on the 10th day of May last, be received and that the rates of pensions, and the methods of procedure and administration therein recommended be commended to the consideration of the Government. *See* also House of Commons Debates (unrevised "Hansard") at pages 4284-4304.



**PAPERS (SESS. No. 185) REFERRED TO THE COMMITTEE.**

**SCALE OF PENSIONS.**

Articles 591 to 598 inclusive, Pay and Allowance Regulations, are cancelled and the following substituted to take effect September 1, 1914.

641. The following rates of pension will be granted Militiamen wounded or disabled on active service, during drill or training, or on other military duty, provided the disability was not due to his own fault or negligence.

Rank Held at Time of Injury or Illness.	First Degree.	Second Degree.	Third Degree.	Fourth Degree.
	\$	\$	\$	\$
Rank and file . . . . .	264	192	132	75
Sergeant . . . . .	336	252	168	100
Squad, Battery or Co. Sgt.-Maj . . . . .	372	282	186	108
" " " Q. M. Sgt. . . . .				
Colour Sergeant . . . . .				
Staff Sergeant . . . . .	432	324	216	132
Regimental Sgt.-Major, not W.O . . . . .				
Master Gunner, not W.O . . . . .				
Regimental Q. M. Sergeant . . . . .	480	360	240	144
Warrant Officer . . . . .	480	360	240	144
Lieutenant . . . . .	720	540	360	216
Captain . . . . .	960	720	480	288
Major . . . . .	1,200	900	600	360
Lieut.-Colonel . . . . .	1,440	1,080	720	456
Colonel . . . . .	2,100	1,620	1,050	636
Brig.-General . . . . .				

(a) The first degree shall be applicable to those only who are rendered totally incapable of earning a livelihood as the result of wounds or injuries received or illness contracted in action, or in the presence of the enemy.

(b) The second degree shall be applicable to those who are rendered totally incapable of earning a livelihood as the result of injuries received or illness contracted on Active Service, during drill or training or on other duty; or are rendered materially incapable as a result of wounds or injuries received or illness contracted, in action or in the presence of the enemy.

(c) The third degree shall be applicable to those who are rendered materially incapable of earning a livelihood, as a result of injuries received or illness contracted on Active Service, during drill or training, or on other duty; or rendered in a small degree incapable as a result of wounds or injuries received, or illness contracted in action or in the presence of the enemy.

(d) The fourth degree shall be applicable to those who are rendered in a small degree incapable of earning a livelihood as a result of injuries received or illness contracted on Active Service, during drill or training, or on other duty.

(e) Where the injury is great enough to require the constant services of an attendant, such as the loss of both legs or both arms or the loss of sight of both eyes; or where the use of both legs or both arms has been permanently lost, the rates shown in columns "1st Degree" and "2nd Degree" may be increased one-third.

(f) In addition to the above rates, a married officer, warrant officer, non-commissioned officer, or man, totally incapacitated may draw for his wife half the rate, provided in Article 642 for the widow and the full rate for the children of an officer.

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etc., of his rank, subject to the limitations respecting the age of children. After the death of the officer, warrant officer, non-commissioned officer or man, the widow may then draw the full rates provided in Article 642 for widows and children.

(g) The widowed mother of a totally disabled soldier may be granted a pension at half the rates fixed in Article 642 for a widow, provided the soldier is her sole support and unmarried. In the event of the soldier's decease, she may draw the full rate referred to.

642. Pensions may be paid to the widows and children of those who have been killed in action, or who have died from injuries received, or illness contracted on Active Service, during drill or training, or on other military duty, at the following rates; provided the soldier's death was not due to his own fault or negligence, and was clearly due to the carrying out of his military duties:—

*Rank held by Husband, Son or Father at time of death*

Rank and file.. . . . .	\$22 a month for widow and	\$5 a month for each child.
Sergeant.. . . . .	\$28 a month for widow and	\$5 a month for each child.
Squad, Battery, or Company . . . . }		
Sergeant-Major.. . . . .	\$30 a month for widow and	\$5 a month for each child.
Squad, Battery or A. M. Sergeant. }		
Colour-Sergeant.. . . . .	\$30 a month for widow and	\$5 a month for each child.
Staff-Sergeant.. . . . .		
Regimental Sgt.-Major, not W.O. }		
Master Gunner, not W.O.. . . . }	\$30 a month for widow and	\$5 a month for each child.
Regimental Quartermaster-Sgt. . . }		
Warrant Officer.. . . . .	\$32 a month for widow and	\$5 a month for each child.
Lieutenant.. . . . .	\$37 a month for widow and	\$6 a month for each child.
Captain.. . . . .	\$45 a month for widow and	\$7 a month for each child.
Major.. . . . .	\$50 a month for widow and	\$8 a month for each child.
Lieut.-Colonel.. . . . .	\$60 a month for widow and	\$10 a month for each child.
Colonel.. . . . .	\$75 a month for widow and	\$10 a month for each child.
Brig.-General.. . . . .	\$100 a month for widow and	\$10 a month for each child.

(a) A widowed mother whose son was her sole support, and unmarried, shall be eligible for a pension as a widow without children, and subject to the same conditions as hereinafter set forth.

(b) In the case of orphans, the rates shown above for children may be doubled, and the pension paid to legally appointed guardians.

643. Pensions to widows and children shall take effect from the day following that on which the death of the husband, etc., occurred, and a gratuity equivalent to two months' pension shall be paid the first month, in addition to the pension.

644. The pension of a widow, a widowed mother, or child may be withheld or discontinued should such widow, etc., be or subsequently prove, unworthy of it, or should she be or become wealthy.

The decision of the minister as to whether a pension should be so withheld or discontinued shall be final.

645. The pension to a widow or widowed mother shall cease upon her re-marriage, but she will be eligible for a gratuity of two years' pension payable to her immediately after her marriage.

646. Neither gratuity nor pension shall be paid on account of a child (or orphan) over fifteen years of age, if a boy, or over seventeen years of age, if a girl, unless owing to mental or physical infirmity, the child (or orphan) is incapable of earning a livelihood, in which case the pension may be continued till the child (or orphan) is twenty-one years of age, but no pension will be paid to a child or orphan after marriage.

647. Individual cases for which the Regulations do not provide or sufficiently provide, may be specially considered by the Governor in Council.

648. Pensions may be paid monthly in advance



## APPENDIX No. 4

## MEMORANDUM COMPARING CANADIAN PENSIONS WITH THOSE GRANTED BY OTHER COUNTRIES.

With reference to the new scale of pensions for officers and men of the Canadian Militia, including the Expeditionary Force, these rates were drawn up in consultation with a sub-committee of the Privy Council.

The pensions for totally disabled soldiers are very similar to those introduced by the Parliament of the Commonwealth of Australia.

1. A comparative statement of the pensions granted to totally disabled soldiers in various ranks by—

- (a) Canada,
- (b) Australia,
- (c) New Zealand,
- (d) Great Britain,
- (e) United States of America, is attached; also—

2. A comparative statement of pensions granted by these same Governments to the widows of officers and men dying on Active Service.

TABLE 1—TOTAL DISABILITY PENSIONS.

In the case of totally disabled soldiers it will be noted that the Canadian rates are slightly higher than the Australian rates and considerably higher than the British rates for married men. They are, however, lower than the New Zealand rates just recently authorized.

In the United States there are rates for the different classes of disability and these amounts are awarded without any regard to the rank of the individual, with the consequent result that the rates for disability of soldiers in the lower ranks are higher than in any other country, but it should be noted that special provision exists in the Canadian scale by which the pension may be increased by one-third if the soldier requires the constant services of an attendant.

As regards officers, the Canadian rates are higher than the Australian and New Zealand rates, but considerably lower than the British rates.

TABLE 2—PENSIONS TO WIDOWS OF OFFICERS AND MEN.

The Canadian rates for the widows of soldiers are almost exactly the same as those recently provided in the Australian Act, and they are practically double the amounts authorized for the widows of British soldiers, although in Great Britain the rates have been materially increased since the outbreak of war.

The rates allowed to widows of soldiers of the United States are very much lower than the Canadian rates. As regards officers, the Canadian rates for widows of lieutenants and captains are almost exactly the same in Canada, Australia, and Great Britain, with the advantage slightly in favour of Canada. As regards officers of higher rank, majors and lieutenant-colonels, the Canadian rates are higher than the Australian, but less than the British. In both Canada and Great Britain on the widow remarrying, a gratuity equivalent to two years' pension is granted on remarriage taking place.

The only other point worth mentioning is that in Great Britain an increase of pension of \$30 a year is given to a soldier's widow on attaining the age of 35 years, and another increase of \$30 on attaining the age of 45 years, but even with this increase the rates do not come up to the Canadian rates.

J. W. BORDEN,

A. & P.M.G.

February 11, 1916.





TABLE II.—Comparative Rates of Pensions for Widows of Officers and Men killed on Active Service.

Rank of Husband.	Country.	Widow without Children.	With one Child.	With two Children.	With three Children.	With four Children.	Remarks.
		\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.	
Private	Canada.....	264 00	324 00	384 00	444 00	504 00	
	Australia.....	253 00	316 00	379 00	442 00	504 00	
	New Zealand.....	316 33	379 59	442 85	506 11	569 37	
	British.....	126 00	189 00	233 00	258 00	283 00	Increased by \$30 on reaching 35 years of age and a further increase of \$30 on reaching 45 years of age.
Sergeant.....	United States.....	144 00	168 00	192 00	216 00	240 00	
	Canada.....	336 00	396 00	456 00	516 00	576 00	
	Australia.....	340 00	403 00	466 00	529 00	592 00	
	New Zealand.....	341 63	404 89	468 15	531 41	594 67	
Warrant Officer	British.....	138 00	201 00	245 00	270 00	295 00	Increased on attaining 35 years and again at 45.
	Canada.....	384 00	444 00	504 00	564 00	624 00	
	Australia.....	377 00	440 00	503 00	566 00	629 00	
	New Zealand.....	379 60	442 86	506 12	569 38	632 64	
Lieutenant	British.....	175 00	238 00	282 00	307 00	332 00	Increased on attaining 35 years and again at 45.
	Canada.....	444 00	516 00	588 00	660 00	732 00	
	Australia.....	443 00	506 00	569 00	632 00	695 00	
	New Zealand.....	506 12	569 38	632 64	695 90	759 16	
Captain	British.....	400 00	475 00	550 00	625 00	700 00	
	Canada.....	540 00	624 00	708 00	792 00	876 00	
	Australia.....	492 00	555 00	618 00	681 00	774 00	
	New Zealand.....	569 38	632 64	695 90	759 16	822 42	
Major.....	British.....	500 00	590 00	680 00	770 00	860 00	
	Canada.....	600 00	696 00	792 00	888 00	984 00	
	Australia.....	565 00	628 00	691 00	754 00	817 00	
	New Zealand.....	657 96	721 22	784 48	847 74	911 00	
Lieut.-Colonel.....	British.....	700 00	805 00	910 00	1,015 00	1,120 00	
	Canada.....	720 00	840 00	960 00	1,080 00	1,200 00	
	Australia.....	638 00	701 00	764 00	827 00	890 00	
	New Zealand.....	768 92	838 18	895 44	958 70	1,021 96	
	British.....	900 00	1,020 00	1,140 00	1,260 00	1,380 00	



## APPENDIX No. 4

## SCALE OF PENSIONS AND ORDERS IN COUNCIL AUTHORIZING SAME.

P.C. 289.

*CERTIFIED COPY of a Report of the Committee of the Privy Council approved by His Royal Highness the Governor General on the 29th April, 1915.*

The Committee of the Privy Council, on the recommendation of the Minister of Militia and Defence, advise,—with reference to the question of providing adequate pensionary assistance for officers and men disabled or partially disabled on active service, or for the dependents of such officers and men should they be killed on active service,—that Articles 591 to 598, inclusive, of the present Pay and Allowance Regulations be cancelled and that there be substituted therefor the Regulations hereto attached.

RODOLPHE BOUDREAU,

*Clerk of the Privy Council.*

The Honourable the Minister of Militia and Defence.

P. C. 887.

*CERTIFIED COPY of a Report of the Committee of the Privy Council, approved by His Royal Highness the Governor General on the 29th April, 1915.*

The Committee of the Privy Council have had before them a report, dated 27th April, 1915, from the Minister of Militia and Defence, representing that at present there is not any provision for pensioning officers or soldiers of the Canadian Overseas Expeditionary Forces or their families, and that it is desirable to have such provision made forthwith.

The Minister, therefore, recommends that the provisions of Articles 591 to 598 of the Canadian Militia Pay and Allowance Regulations, as amended by Order in Council (P. C. No. 289) of 29th April, 1915, be made applicable to the officers and soldiers of the Canadian Overseas Expeditionary Forces and to their widows, children, orphans and widowed mothers, to as full an extent as if they, the said officers and soldiers, were officers, warrant officers, non-commissioned officers and men, respectively, of the Militia, and had incurred death or disability on service as such militia officers, warrant officers, non-commissioned officers and men of the militia.

The Minister further recommends that the said provisions be made to take effect from the 1st day of September, 1914.

The Committee concur in the foregoing and submit the same for approval.

RODOLPHE BOUDREAU,

*Clerk of the Privy Council.*

The Honourable

The Minister of Militia and Defence.

P. C. 3021.

*CERTIFIED COPY of a Report of the Committee of the Privy Council approved by His Royal Highness the Governor General on the 25th December, 1915.*

The Committee of the Privy Council have had before them a report, dated December 13, 1915, from the Minister of Militia and Defence, submitting for consideration copy of a letter received from the President, Pension Board, England, in

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which the suggestion is made that the Board be authorized to award gratuities not exceeding \$100 to men who, though only slightly incapacitated, are unfit for further service in the field and have been recommended for discharge.

It is represented that this gratuity would be in lieu of a short term pension and would enable the Board and Chief Paymaster, Overseas, to effect speedily a final settlement with such men whose cases must, otherwise, be referred to the Pensions Board, Ottawa, thus causing long delays.

The Minister recommends that the suggestions of the President, Pension Board, England, be approved and that the Board be empowered to award gratuities not exceeding \$100 in cases where the men are not disabled sufficiently for pension, but who nevertheless will be more or less disabled for a period after their discharge.

NOTE.—For additional Papers referred to the Committee *see* Blue-book (Sess. Papers No. 185), as follow:—

(1) List of Canadian Pensions granted since the outbreak of the War, pages 9-40.

(2) Report of W. D. Hogg, K.C., at page 45, *re* the question of Military Pensions in Canada.

(3) Recommendations of the Pensions and Claims Board, C.E.F., as to Pensions and other matters pertaining to the return of members of the Canadian Militia from Active Service to civil life, pages 48-56.

(4) Report of Mr. Frank Darling, Toronto, as Chairman of Committee of the Council of the Toronto and York County Patriotic Fund Association, pages 56-62.

(5) Charts received from Mr. Frank Darling, *re* Government and New Scale of Pensions, pages 65-68.

(6) Memorandum received from Lt.-Col. J. G. Adami, F.R.S., C.A.M.C., *re* War Pensions evil in the United States and means adopted to arrest the evil in connection with subsequent campaigns, pages 69-73.

(7) Suggestions received from correspondents, page 74.

## MINUTES OF PROCEEDINGS.

HOUSE OF COMMONS, ROOM 110,

THURSDAY, March 16, 1916.

The Committee met at 11.30 a.m.

All seven members of the Committee were present.

Mr. Macdonell moved that Hon. J. D. Hazen be Chairman of the Committee—Motion agreed to.

The Committee proceeded to consider the purposes of the present meeting.

The Chairman proposed to invite Mr. Frank Darling, of Toronto, to appear and give evidence before the Committee,—which was concurred in.

The Committee also considered it advisable to hear the views of representatives of Boards of Trade and any other persons or representatives who might have valuable information or suggestions to offer.

The Secretary was instructed to request the attendance of the members of the Pensions and Claims Board, also Lt.-Col. W. R. Ward and Mr. E. F. Jarvis, of the Department of Militia and Defence, for Thursday next, March 23.

It was ordered, that the Committee obtain leave to sit while the House is in session, to send for persons and papers and take evidence, and that they be empowered to report from time to time.

The Committee then adjourned to meet again on Thursday, March 23, at 10.30 a.m.

V. CLOUTIER,

*Clerk of the Committee.**Chairman of the Committee,*

J. D. HAZEN.





## MINUTES OF EVIDENCE.

HOUSE OF COMMONS.

COMMITTEE ROOM No. 110.

THURSDAY, March 23, 1916.

The special committee appointed to consider and report upon the rates of pensions in force in Canada for disabled soldiers, the establishment of a Pensions Board, and other matters relating thereto or connected therewith, met at 10.30 o'clock, Hon. Mr. Hazen, chairman, presiding.

Col. W. R. WARD called and examined.

*By the Chairman:*

Q. Colonel, what is your position in the Militia Department?—A. I am the Assistant Paymaster General.

Q. Have you had to do with the preparation of the pension scale that is now in force?—A. No, I have not had anything to do with it. I have been overseas.

Q. Who had to do with it?—A. Mr. Borden, the Accountant and Paymaster General, had to do with it.

Q. You are familiar with it, are you not?—A. Yes.

Q. How was the scale made up?—A. It was based mainly on the Australian scale.

Q. Have you prepared a statement making a comparison between that scale, the Australian scale, and other pension scales?—A. Yes.

Q. Have you brought it with you?—A. Yes (document produced). This is the scale in effect in Canada, Australia and New Zealand (hands to Chairman.) (See page 12.)

Q. And Great Britain?—A. Yes.

Q. Now, tell the Committee, taking the case of a private soldier first, what amount he gets in Canada, and what in the other countries, for total disability?—A. For total disability, the unmarried soldier gets in Canada \$264; in Australia \$253; in New Zealand \$442.86; in Great Britain \$316. There is one provision in regard to the Canadian scale whereby the rate may be increased one-third. These rates are for the unmarried soldier.

*By Mr. Macdonell:*

Q. On what date was this schedule adopted for Canada?—A. It was passed in September, 1914, or it came into effect at that time.

*By the Chairman:*

Q. Now take the case of a soldier who is married and has children?—A. In the case of a married soldier, a widow without children—there is a distinction between a widow without children—Canada, \$396; Australia, \$380; New Zealand, \$601; Great Britain, \$316. There is no difference in Great Britain between the unmarried and the married soldier.

Q. The Canadian scale is made up with the idea that a married soldier should get more than an unmarried?—A. Yes.

Q. And if he has children he shall get more?—A. There is a difference if there are children.

Q. In Great Britain there is no more given to the soldier who is married than to the unmarried soldier?—A. No. But they recognize the children.

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Mr. NESBITT: The unmarried soldier is allowed a certain amount for services if he is totally disabled; he is allowed for the nurse.

*By the Chairman:*

Q. An amount can be added?—A. One-third.

*By Mr. Nesbitt:*

Q. The married man is not allowed this extra amount?—A. There is no distinction made.

Mr. NESBITT: I so read it.

The CHAIRMAN: The regulations read as follows:—

(c). Where the injury is great enough to require the constant services of an attendant, such as the loss of both legs or both arms or the loss of sight or both eyes; or where the use of both legs or both arms has been permanently lost, the rates shown in columns "1st degree" and "2nd degree" may be increased one-third."

It does not seem that there is a distinction made between whether a man has a wife or not?

The WITNESS: No.

*By the Chairman:*

Q. Now, Colonel Ward, will you take the case where a man is married and has children?—A. In the case of a child, the Canadian rate is \$456 for one child, an increase of \$60 a year, or \$5 a month. Practically all through the scale \$5 a month is added for each child.

Q. Up to what limit?—A. There is no limit in the Canadian—

Q. There is no limit in the Canadian?—A. Excepting for age.

The CHAIRMAN: We can have these tables printed in the record.

The WITNESS: The tables I have here are in the blue book.

Mr. NESBITT: I would suggest that the witness tell us the principles upon which the rates have been arrived at.

*By the Chairman:*

Q. Now, Colonel Ward, can you give us a statement as to the principles upon which these rates were made up by the Militia Council before they were submitted to the Privy Council?—A. I was not present, but I know what took place. There was a meeting held in the Militia Department at which some of the Cabinet Ministers were present, and the question was discussed. Because the former rates were considerably lower, it was the consensus of opinion that they should be increased particularly in the case of widows. I believe Sir Herbert Ames was there representing the Patriotic Fund, and the matter was generally discussed simply with a view to increasing up to what was thought a reasonable amount in comparison with the scale of other countries and conditions.

Q. In doing that, you were influenced somewhat by the rate in Australia, were you not?—A. Practically. Australia was taken as a very good standard, because they had quite recently amended their Act, they had just introduced a new scale. Since the Canadian scale was passed, a New Zealand Act has come into force providing a still better scale.

Q. How does the Canadian scale compare with Australia?—A. They are practically the same. They are slightly better in some cases.

[Col. W. R. Ward.]

## APPENDIX No. 4

Q. How do they compare regarding officers?—A. Taking now the disability pensions, ours are considerably better in the case of officers.

Q. In the case of non-commissioned officers and men they are practically the same?—A. Our scale is slightly better.

Q. Than the Australian? There is one question I would like to ask you. Take the case of a colonel in the Canadian force and a colonel in the British army? How do they compare?—A. The British army scale is more than double.

Q. Give me the figures?—A. A lieutenant-colonel has \$3,000 a year in the British scale, and \$1,200 in the Canadian.

Q. Three thousand in the British and twelve hundred in the Canadian?—A. Yes.

Q. How is it in the Australian scale?—A. It is only \$638.

Q. Australia is less than ours?—A. Yes.

Q. In the case of the commissioned officers is it much less?—A. Yes.

Q. While ours, for the rank and file, is higher than the British?—A. Yes, higher than the British.

*By Mr. Nickle:*

Q. How are the French pensions?—A. I have not brought the book, I cannot say without reference to the scale.

*By the Chairman:*

Q. Can you have a table prepared showing the French pensions and send it to the Clerk of the Committee?—A. We have it in the office and I will have a statement prepared. (See page 74.)

Q. Speaking generally, do you know how the French pensions compare with the Canadian scale, are they higher or lower?—A. I really have not gone into it.

The CHAIRMAN: Do any of you gentlemen in the Militia Department know?

Mr. SCAMMELL, Secretary of the Military Hospitals Association: They are lower.

The CHAIRMAN: Does that apply as well to the men and the non-commissioned officers as to the commissioned officers?

Mr. SCAMMELL: Yes.

The CHAIRMAN: It applies to all ranks?

Mr. SCAMMELL: Yes, and the pensions have to be supplemented by means of the voluntary fund which has been created there for the purpose.

*By Mr. Nickle:*

Q. Have you the scale of American pensions there? (See pages 75-78).

The WITNESS: We have it here. The American pension list makes no distinction as between the commissioned officer and the men in regard to disability, it is based on the actual injury. It starts with a minor injury called "ankylosis of the shoulder" and provides a rate for every kind of injury, instead of using terms like "total incapacity," or "partial incapacity," and so forth. It is based on the actual injury which the man sustained; there is a separate rate fixed for the loss of a right arm, for instance, or a left arm or a thumb.

Hon. Mr. OLIVER: If it be possible to have a statement prepared briefly showing the ground on which they work in the United States it would be better.

Mr. MACDONALD: Why not prepare a short memorandum comparing the system in the United States with the Canadian scale; would it be possible to do that?

The WITNESS: You want that done, do you?

The CHAIRMAN: This is the way it is done: These are the rates fixed by the American Pension list for "certain disabilities not specified by law" (reads):—



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Loss of sight of one eye.. . . .	\$12 per month.
Loss of one eye.. . . .	17 "
Nearly total deafness of one ear.. . . .	6 "
Total deafness of one ear.. . . .	10 "
Slight deafness of both ears.. . . .	6 "
Nearly total deafness of one ear and slight of the other.. . . .	15 "
Total deafness of one ear and severe of the other.. . . .	25 "
Loss of palm of hand and all the fingers, the thumb remaining.. . . .	17 "
Loss of thumb, index, middle, and ring fingers.. . . .	17 "
Loss of thumb and little finger.. . . .	10 "
Loss of thumb.. . . .	8 "

And so on.

*By Mr. Nesbitt:*

Q. That is just like an indemnity?—A. It is totally different to any other system, and there is no distinction made as between private and colonel, both get the same for the same injury.

*By Mr. Nickle:*

Q. What is your opinion as to the respective merits of the two systems?—A. I think the United States system is absolutely just and that ours is quite wrong.

Q. You approve of the American system?—A. Certainly. There you have something definite upon which to proceed, you cannot have any matter of opinion; if a man loses a thumb there is an end of it, you cannot say that the loss of one man's thumb is a greater injury than the loss of another's.

Q. Does the question of what a man earns have anything to do with fixing the amount of the pensions?—A. Nothing at all, in Canada the pension is only awarded in the case of disability, and it is only for one year, and then it is liable to review after the first year. The law doesn't say so, but it is a matter for the pension board to do what they like. They simply recommend that a pension shall be granted either for one year or for life, the law does not say what.

Q. I have come across quite a number of cases in which the man did not want to undertake work because he said that it would interfere with his pension; what do you say about that?—A. In that respect I think our system is wrong, I am only speaking for myself, but you are asking my opinion.

Q. Yes, that is what I want. A. The idea that a man's pension should depend upon permanent incapacity is one that I do not agree with at all.

Q. Is it not a fact that under our system a man is averse to undertaking ordinary work for the reason I have given?—A. Entirely so, that is a matter of personal opinion.

Q. Supposing at the expiration of the first year it were found that a man's injuries were much more serious than was at first supposed when the Board dealt with his application for a pension, would that first decision of the Board be final and deprive him of the full benefit to which he was entitled?—A. No, it would not, he never loses his right to a pension based on his present condition; ten years later it might be proved that his disability was consequent upon his original injury; he is never deprived of his rights, if it can be proved that his infirmity was the result of injury received on active service.

Q. Take the case of a lawyer who loses a leg and continues his profession, but subsequently his profession slips away from him, could he get a pension then?—A. Undoubtedly, I should say so; it is rather hard to say because the way it is expressed in the Act is incapacity for earning a living. Well, a lawyer might not be incapacitated by the loss of a leg, unless he had to chase his clients. Of course, I think a lawyer's leg is worth as much as a bricklayer's.

*By the Chairman:*

Q. But in the case of a lawyer it would not interfere with his capacity for making a living to the same extent it would with the other man?—A. No.

[Col. W. R. Ward.]

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Mr. NESBITT: You might, with that type of case, put it as an indemnity and pay them a total amount at the time.

THE CHAIRMAN: Give him a total lump sum for the loss of his leg?

Mr. NESBITT: Yes, give him a total indemnity.

The CHAIRMAN: Shall we ask Colonel Ward to stand aside now for the purpose of hearing Mr. Darling?

Witness retired.

The CHAIRMAN: Now, Mr. Darling, we will be very glad to hear what you have to state to the Committee with reference to pensions.

Mr. FRANK DARLING, Toronto: It may seem to be almost an effrontery on the part of one who is not a military man, Mr. Chairman, to speak to the committee upon this question. I am not accustomed to public speaking, but I desire to say that it occurred to me some months ago that the present provision with regard to pensions is not adequate. It struck me at the time, when I had an opportunity to peruse the schedule that the rates of pension to the Canadian soldier are very low. It appeared to me that if we were not going to create a body of men of a most undesirable class, by reason of the fact that you give him a pension not sufficient to enable him to live decently, that we should adopt an improved method of dealing with our returned soldier. I think the paying of money to a man in the way it is now done, is the very worst use you can make of that man. You put him back into the unfortunate position that used to exist in the West, the man that was called a "remittance" man, who got a small income from his people in England, not enough to keep him decently without working, but just enough to enable him to rub along and not starve to death. Now, if you give a returned soldier something less than five dollars a week, that utterly incapacitates him from earning a livelihood, and you are doing that man a great deal of harm and no good; the result is that you will create a class of men with whom it will be very difficult to deal. Whereas if you take a man who is totally incapacitated and give him enough pension to live on decently, and bring up his family properly, you give that man a reward that he certainly deserves. My idea is that our object should be to get the man back into the ranks of labour so that he can earn his own livelihood. By doing that we make a better man and a better citizen out of him by enabling him to become self-supporting. I object very strongly to a pension list based on what they pay a man in Australia, New Zealand, or even England for the reason that the men that we are providing for are not going to live in those countries but in Canada. We are in a better position here to know what it costs to live in this country, and let us pay them enough to live decently. We do not want to pay them a certain amount just because they pay them that in Australia or any other country. The scale should be based upon the requirements as determined by Canadians in Canada. What they pay in another country is, I think, entirely outside the question. I am not an advocate, in fact I would be very much adverse to advocating pensions to men who can earn a livelihood. I do not agree with Colonel Ward that one man's leg is as good as another's. If you are going to give these pensions as payment merely to keep them until they are able to go to work, I say that a lawyer who loses his leg and who is fitted with another leg and has recovered entirely from the shock of the operation only suffers a personal inconvenience; the loss of the leg does not unfit him from earning his livelihood; it is, however, an entirely different matter if you take the case of a workingman, a labourer or bricklayer or plasterer. To a man engaged in either of those occupations the loss of a leg is an extremely serious matter. A better example, perhaps, would be that of a man who had lost his hand and came back to Toronto. That man had been employed for many years in the same concern, was probably the best typesetter in the city of Toronto, and during the year would earn about \$22 a week. He went to the front and lost his left hand. Now, if

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a lawyer or a banker loses his left hand he can go back to his ordinary occupation and the only difficulty he would labour under, would be in putting on his collar and tie in the morning, perhaps; but to this man to whom I refer the loss of the hand was very serious, he could not follow his trade at all.

Mr. NESBITT: Could he not follow his trade as a typesetter?

Mr. DARLING: No, he requires both hands to follow that trade. Now, to enable that man to earn a living you would have to teach him another trade; you have damaged that man to an enormous extent, whereas the same injury would not damage a lawyer or a banker to nearly the same amount.

Mr. NESBITT: As a typesetter could he not still set type with one hand?

Mr. DARLING: No, he could not; it was that man's employer who told me this, and who said that the man's usefulness was destroyed. Now, that man cannot get a pension under the present Act which will keep him at all.

Mr. SCOTT: How much should he get?

Mr. NESBITT: If he is an unmarried man he should get \$264 a year.

Mr. DARLING: No, no, he would not get that much, probably about \$75 a year.

The CHAIRMAN: It is a question of degree. If he is rendered totally incapable of earning a livelihood, and if he is a private he gets \$264.

Mr. MACDONALD: What is your remedy for a case like that?

Mr. DARLING: Take him up to one of the technical schools. Mr. McKay was good enough to come down with me because the Hon. Mr. Hazen said that any one who would be able to help with suggestions the committee would be glad to hear. Dr. McKay is in charge of the technical schools in Toronto, and will be able to explain to you how a man like that could be taught some other trade by which he would probably be able to earn as much as he could before he was injured.

The CHAIRMAN: Are you opposed to giving that man a pension at all for the loss of ability to follow his trade?

Mr. DARLING: No, because I think he is as good an example as the man who has lost one leg and who could not work at his trade as a plasterer any more because he has to work on scaffolds and the employer would not want to take the risk, and there again the Employees' Compensation Act would come in. An employer would not take a man like that; it would be too dangerous; he could not afford to do it. But if he is an ordinarily intelligent man, let him go to a technical school, any good technical school, where he could be taught a trade by which he could earn just as much money as he ever did as a bricklayer.

*By the Chairman:*

Q. If he did learn a trade by which he could earn as much money as a bricklayer, would you say he was not entitled to any pension?—A. My own opinion personally is that I would not give him any.

*By Mr. Nesbitt:*

Q. You would have to give it to him up to a certain time?—A. Mind you I think this: if he is going to learn a trade he should be kept on the strength. I would give him a uniform, and look after him and his wife and children exactly as if he were on active service. There would be some difference about the amount of money to be paid him, that is a thing I am not interested in. But I would have him put under military control. Then if the man goes to a school and turns out to be thriftless, idle and lazy, and acquires bad habits, the principal of that school need only report to the military authorities, and they could undertake to deal with him. If the man has picked up bad habits, and won't work or earn anything, I think he should be given some slight pension and turned out for good. You do not need

[Mr. Darling.]



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to keep every drunken loafer simply because he happens to have lost an arm or a leg, when you have given him the opportunity to lead a decent life and he refuses to take advantage of it. When such a man refuses to live decently and earn his own living, I do not think the country should worry very much about him.

Mr. NESBITT: I agree with you.

The WITNESS: Now you put that man, we will say, into a position to earn a decent livelihood, as good as he earned before. As years go on and he gets to be an old man I think his case should come up for review. He has served his country and suffered injury, I think he should be in a better position than the ordinary old man who, as he gets old, finds it more difficult to get employment, because he can say: "There is Bill Smith, he got injured, but I was injured as much as he was. He got a pension, but he did not work." I believe the Government should pay more attention to the case of the man who works, and is a good citizen. The man who sits around and refuses to do any work but lives on the pension that is paid to him, is a curse to himself and everybody else. According to the report of Mr. Dobell, in France it has been found that it does not do to take away a man's pension. There they think that once you grant a man a pension you ought not take it away from him, because he finds out that the more work he does, and the more efficient he becomes, the less pension he gets. Then the man reasons for himself: "I am earning as much as I intend to. With my pension I can live comfortably. If I work a little harder I lose my pension." It is a moot point, therefore, whether it is advisable to take away a man's pension. If you grant a man a small pension and teach him a trade, the man is better and the country is better for it, because that man is producing something.

*By Mr. Green;*

Q. Your idea apparently is not to give him any pension at first?—A. Yes, he would have to be pensioned at first. He has got to be started and he would have to be looked after. You are speaking now of the man who is learning a trade in a technical school?

Q. Yes.—A. That man would have to be looked after. The difficulty is to get him under control.

Q. What I want to get from you is when, in your opinion, the pension should start. You have said here, in the first instance, that you did not think it was a good idea to give a man a pension, but you would give him an opportunity of earning his living. Now, you say that if a man becomes a workman he should receive the same pension as a man who does not work. I want you to differentiate in regard to that and say where you are going to start the pension?—A. I am not accustomed to talking in public, and therefore it is quite possible that in some of my explanations I may be a little astray. I feel this first: that the man who cannot work at all ought to be paid. As to the man who can work and can be taught a trade, it is a very moot point exactly what to do with him and what pension to give. The point is an extremely difficult one to determine.

Q. Would it not be a better plan to fix the scale of pensions and at the same time teach the men a trade? Those that can work and are willing to work, let them supplement their pensions.—A. I would not fix a scale, I would rather fix a man's earning power. If his earning power is taken away from him he should get the full standard.

Q. But the scale would represent his earning power?—A. I have a written memorandum here, a copy of which I sent to Mr. Hazen. In that statement I suggest a basis of \$12.50.

Q. Yes, I read your statement.—A. That, roughly speaking, would be \$54 a month. If a man has lost all his earning power, if he is incapable of earning any livelihood, give him \$54. If he has not lost any earning power, but just comes back again to the country, I would not give him anything. Now, if 50 per cent of a man's earning power is gone, I would give that man 50 per cent of the \$54. If he loses 75 per cent of his earning power, I would give him 75 per cent of the \$54.



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Q. It seems to me that you are arguing two ways, if I may put it that way. You first say that if he is given a certain amount according to his earning power, after the war, he will say, "I am not going to work to earn any more". Now, you say you would fix the payment proportionate to his earning power. How do you reconcile the two statements?—A. Suppose you pay a man a sum equivalent to one-half his earning capacity. He cannot live on that.

Q. I quite appreciate the fact.—A. That man ought to be taught something to supplement his pension.

Q. But you say that after he has been taught, he will not be in favour of still further improving his efficiency.—A. That I think is the arguable point. Suppose you take a man whose earning capacity has been reduced by 25 per cent. You might give him 25 per cent of \$54 and then teach him a trade. I would be in favour of teaching every man a trade that you could get hold of.

*By Mr. Scott:*

Q. Whatever a man's earning power might be, why should it make any difference in the amount of pension originally awarded to him?—A. Of course every man's case would not be alike. Take a man who may have developed tuberculosis. In the early stages the disability is not very marked. After five or six years his position is a great deal worse, and after the lapse of eight or ten years he cannot earn anything at all. Now, that man has exhausted his earning power and certainly he should be taught a trade. I may be quite wrong in my method, but certainly that is my opinion.

*By Mr. Green:*

Q. I do not think any member of the Committee disagrees with your premises.—A. I am not trying to lay down any law in the matter.

Q. I understand that. I do not think any member of this Committee will disagree with your statement. It is your opinion they should all be taught a trade, and with that we all agree. The real question is, after they have been taught a trade?—A. How you should treat them after that?

Q. Yes, how are you going to treat them after that?—A. It is a very difficult thing, I admit.

*By Mr. Nesbitt:*

Q. Your suggestion would be to take the wounded man, that is the man partially disabled, who was already on the pay-roll?—A. Yes.

Q. Teach him a trade and get him a position. If you have taught him a trade whereby he can earn at least part of the livelihood, the Pension Board would then judge by what he could earn, what his pension should be afterwards. Is that the position you take?—A. That is about the position I would take.

*By Mr. Scott:*

Q. Then you would never refuse a pension?—A. I would never refuse it.

Q. No matter how efficient that man might become?—A. I entertained the other view some time ago, but the reading of Mr. Dobell's report changed my opinion. It is a bad thing, having once granted a man a pension to take it away from him.

*By the Chairman:*

Q. Do you not think there would be immense difficulty in differentiating in every case —A. Is that not done already

The CHAIRMAN: It has not been done in so far as any system in the world is concerned. I have no doubt but that a good many of the men who come home from the war will want to learn a trade. But there is a very considerable percentage of the returned soldiers who, in my opinion, will absolutely decline to do so. They will say: "We want our pension, and then we can get along for ourselves." You are not going to say to these men that because they will not learn a trade you are not going to give

[Mr. Darling.]

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them a pension. The position they will take is: "We are entitled to a certain sum. What we will do after we get that is our own business." Some men will be delighted to take advantage of any offer to teach them a trade in a technical school, but others—men who have never done any regular work and do not want to do any—will claim they are entitled to consideration because they have gone and fought just as strongly for the country, as the man who has a steady position. In that case you are up against the situation of having to differentiate between these different classes, and it will be impossible to discriminate between them.

The WITNESS: Yes, but you do that to a certain extent to-day. You have five or six grades of disabled men and you have got to consider each individual case in order to determine what grade to put him in.

The CHAIRMAN: Yes, but that is a comparatively easy matter.

*By Mr. Scott:*

Q. You would not place all the men in the same category?—A. No, and I will tell you the reason why. One man perhaps loses his leg. The operation is perfectly successful, and the man does not suffer noticeably from the shock. Another man who loses a leg may be more or less injured for the rest of his life. I have personal knowledge of cases where men suffered a great deal. Take the persons in this room. If all of them underwent the same operation they would not suffer to exactly the same extent, or be in identically the same position of disability.

Mr. MACDONALD: Your remarks have been rather along the lines of a general policy to be adopted by the Government. But this Committee has been more particularly directed to enquire as to whether the present pension scale, and the various degrees laid down under it, should be amended. Perhaps you might give us your opinion as to that rather than upon the matter of general policy.

Mr. NESBITT: I understood that was what we are here for.

The CHAIRMAN: No, we are here to consider a pension scale which would be sufficient, and as to the conditions which should govern.

*By Mr. Macdonald:*

Q. How would it do, Mr. Darling, for you to give us your views first upon the question of the different degrees and then come to the scale of pensions which would be paid?—A. If I might make a suggestion it would be that the scale should be \$54 a month. That would be \$1.75 a day, roughly speaking, \$12.50 a week or \$650 a year. My view is that might be the basis of the earning power of the private soldier. Now, with that as a basis we fix a scale of pension for him.

*By Mr. Green:*

Q. You would give him a percentage of that amount?—A. Yes, a percentage.

*By the Chairman:*

Q. Would you make a distinction between the different ranks? Would you give the commissioned officer more than the private soldier?—A. Yes, I would.

Q. Having regard to the fact that a great many men who have enlisted as privates are socially and from the standpoint of education, earning power and other respects, quite as good as, and in many cases superior to, some of the men who hold commissions?—A. Personally, I am a Democrat and a Conservative also. I like the American system. I would make the curve in payment upwards from the private soldier nothing like as high as ours is at present.

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Q. The curve is very pronounced as regards Australia and England?—A. The British Army is a professional army. The men in that army are drawn from one class and the officers from an entirely different class, so that the distinction between them is very marked. The two classes are not comparable at all with ours. In this country there were many young men, especially at the time the war broke out, who were in a hurry to get to the front and so enlisted as privates. Had they waited for a commission they might perhaps never have got there at all. I know brothers, one of whom is a captain, while the other joined the ranks as a private. When the war is over, in the event of their being still alive, they will go back to private life. These sort of cases tend to show that a private who falls on the battlefield may be as great a loss to the country as an officer.

*By Mr. Nesbitt:*

Q. That may be true, but should that private live and come back he will have a better opportunity than the workingman in the ranks?—A. Of course he will have.

Mr. NESBITT: In the first place his family are influential, and that will help him a great deal; in the next place, all his surroundings are more conducive to his being put into a better position to earn a livelihood. On the other hand, the workman has only his hands and feet to depend on.

The CHAIRMAN: I know one man, Mr. Sherman, Assistant General Manager of the Royal Bank. He was getting a salary of \$10,000 a year, but he resigned and went into the ranks.

Mr. NESBITT: He will not have to work with his hands when he comes back.

Colonel WARD: I know a \$15,000 man who has gone.

The CHAIRMAN: A great many men enlisted and went to the front before the present pension scale was approved of. Others have gone, knowing that to be the scale. The question is how far we are justified in making reductions. I think there is a very general feeling there ought not to be a great difference between the payments to officers and those made to privates, in view of the fact that many of the men now in the ranks are as good as, and even superior to, some of the officers. The question is whether you can alter that now.

The WITNESS: If you give the totally disabled private a pension on which he can live, there will not be such a great difference.

*By Mr. Macdonald:*

Q. What about the question as to whether any distinctions should be drawn in payments for disabilities?—A. There should be absolutely none. The present system seems to be an outrageous one. How can a doctor tell whether a man has contracted disease in the presence of the enemy? You cannot call for volunteers by saying, "Who is going to fight in the trenches, and who is going to stay at home"? You may have a man who has been for six months in the trenches, and who, when he gets back to Shorncliffe is injured in the performance of some barrack duty. Or you may have a man who has been doing barrack duty at Shorncliffe for some months and then goes to the front and is shot in both hips within a few hours of his arrival there.

Q. What you propose would be the fusing of the first and second degrees, which draw a distinction between a man injured in the presence of the enemy, or who is rendered totally incapable through illness contracted on active service during drill or training. You would abolish the distinction?—A. Altogether.

Q. In regard to the third degree, which refers to a man rendered materially incapable of earning a livelihood, as a result of injuries received or illness contracted, on active service, during drill or training, and the fourth degree referring to a man rendered in a small degree incapable of earning a livelihood?—A. I would stop there; I would just give a man a pension. If his whole earning power is gone, I would give him \$12.50 a week.

[Mr. Darling.]



## APPENDIX No. 4

Q. If he is materially incapable of earning a livelihood?—A. In that case he is not totally incapable, he could do a certain amount of work. I would let the Medical Board, or Pension Board, decide what he should get.

Q. A typesetter, for instance, that lost an arm, you would put in the "materially incapable" class, and leave it to somebody to decide his pension. In the case of a "totally incapable" man, you would fix his pension permanently?—A. Yes.

Q. The degree of incapacity is a matter to be determined?—A. Yes, between the limit of total incapacity and full efficiency.

Q. And you would leave it to the discretion of the Board to fix the amount of pension?—A. Yes.

*By Mr. Green:*

Q. Based on the earning power?—A. According to his earning power.

*By Mr. Nesbitt:*

Q. You would strike out section (b) "The second degree shall be applicable to those who are rendered totally incapable of earning a livelihood as a result of injuries received or illness contracted on Active Service, during drill or training, or on other duty." You would have no distinction between active service at the front or elsewhere?—A. If he deserts?—

Q. I would not give a deserter anything?—A. No. The moment a man cannot act as a soldier, it makes no difference whether he is injured at Niagara or at the front.

*By Mr. Green:*

Q. He is subject to orders?—A. Yes, he has no say as to where he shall serve.

*By Mr. Macdonald:*

Q. According to your idea, total incapability would be determined by medical reports from the military people; automatically a man would receive a certain amount. Would you include in "total incapability" a man who is mentally affected?—A. I would think so. That is a curious business.

Q. A man may suffer from shock causing mental disaffection. I suppose it would depend upon the report of the medical board as to whether that mental affection is one which would make him totally incapable; and if the board thought he was not totally incapable he would go into the other class of men partially incapable? His status would be determined by the board?—A. Yes, and by medical authorities. I do not think anybody can give such valuable assistance on that point as Dr. Clark here.

MR. NESBITT: Mr. Macdonald says if he were not totally incapable you would treat such a case just the same as that of a wounded man.

*By Mr. Macdonald:*

Q. And leave the amount to be fixed by the Pensions Board?—A. Yes.

Q. And you think that amount should be changed from time to time?—A. You ought to have review.

Q. That is a very great difficulty. Once a man's case is thoroughly investigated by the properly constituted authority, and his status determined and his rates fixed, he might get better, or he might get worse. But the task of determining all these things would be almost interminable. It would mean, for instance, that once a man's status or pension is fixed by the country through the properly constituted authorities, he and his friends know he is going to get that amount no matter what happens, and the fixity and certainty is a very important consideration. Don't you think that would outweigh the exceptional case in which a man might become a little worse?—A. It is beyond my depth, because I am not a medical man.



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Q. I am not speaking merely of the medical phase?—A. Instances have come to me. Take a man with a bad heart, suffering from cardiac for example; at first he is not so bad, he probably grows worse. In five or six years that man is almost incapable. It is very hard on him to say that after five years he should be trying to live on something like \$10 a month.

Q. Would a medical man not take that into consideration?—A. That I do not know. There seems to me to be illnesses, rather than wounds, that are progressive, and a very little pension makes a man satisfied at first; but it is hard luck if a man, four years afterwards, is not capable of earning a livelihood.

Mr. NESBITT: His case should be reviewed.

The WITNESS: That is why I feel cases should be reviewed.

*By Mr. Nesbitt:*

Q. And the scale should go up, not down?—A. Up, not down. The downward review does not work. They found that out in France. The men discovered that the harder they worked the smaller was their pension, and the less they worked the more they got. You ought to review upwards.

*By the Chairman:*

Q. There will be interminable trouble if you do not settle it finally?—A. You are speaking now where the case is not subject to review?

The CHAIRMAN: You are suggesting that it should be reviewed.

*By Mr. Macdonald:*

Q. I want to get this thing in a logical form if I can. Your view is that you would obliterate the distinction between the first and second degrees altogether. If a man is incapable he would be entitled to a pension. Outside of that class, you say the pension should be a sliding scale, to be determined by a Board, having regard to the present and future disabilities of the soldier. Following that on, would you say, in regard to the capability, what amount of pension should be given?—A. About \$54 a month or \$12.50 a week. From all I can learn—I happen to know many mechanics and workmen, both in the country and in the town, and I asked them, what they thought a fair rate was; I took the Labour Department's scale of the cost of living in this country—their figures fluctuate; they are higher now than last year—and on the whole I came to the conclusion that \$12.50 a week seemed to be a fair amount.

Q. For a private?—A. Yes.

*By the Chairman:*

Q. Would you increase the amount if the man had a wife?—A. I would give exactly the same thing, but extra for children.

Q. Not for the wife?—A. No.

*By Hon. Mr. Oliver:*

Q. Would that amount include services of an attendant?—A. I would not make any arrangement at all, but have one fixed figure of \$54 a month, whether he has a wife or not. I would give it to a single man, and to a married man with a wife and no children. I would make an extra grant if there are children.

Q. There is a vast difference between the man who requires an attendant and one who does not?—A. His wife can give him the necessary attendance.

Hon. Mr. OLIVER: But if he has no wife?

Mr. NESBITT: He can hire attendance.

Hon. Mr. OLIVER: If he can hire attendance, then he is getting too much.

[Mr. Darling.]

## APPENDIX No. 4

The WITNESS: Your present pension gives a grant for special attendance of \$7.33 per month. What sort of attendance can you hire for that?

Hon. Mr. OLIVER: You cannot do it.

The WITNESS: The married man gets nothing for his wife if you fix the scale at \$12.50 a week. He and his wife, even if he is badly injured, can live on that because he has no children, and she can look after her husband. If a single man is disabled, there is not a boardinghouse in the town that will take him in; he cannot attend to himself, he may not even be able to get his clothes on and off. Even at \$12.50 a week, he would have the greatest trouble in the world living. One man might be able to live on this amount, and another would not; you would have to average it. If you take anything off the \$12.50, he cannot live at all.

Mr. MACDONALD: That is if totally incapable, you must remember that fact.

Mr. NESBITT: That is the basis he starts on.

*By Hon. Mr. Oliver:*

Q. I cannot see the fairness of putting the man who does not require an attendant on the same footing as the man who does require one. The man who is blind, or has no legs or arms, must have attendance?—A. If you put in that special attendance, you will find yourself in more trouble than if you adopted my scheme. It is pretty hard to say what attendance a man gets. A man who needs a little attendance should not get as much as the man who needs a great deal. The American scale gives for full attendance \$100 a month, and for partial attendance \$75 a month. For full attendance a man can hire a regular certified professional nurse, who looks after him all the time.

Q. Hardly?—A. Yes, he can. There is no sense in offering \$7.33 a month. You might as well leave out the whole thing altogether.

Hon. Mr. OLIVER: I am not defending the present arrangement. But your proposed arrangement does not seem to me to be altogether equitable.

Mr. MACDONALD: We are starting with the totally disabled class. The question is whether \$12.50 is sufficient for the totally incapable. A totally incapable man must require somebody to look after him.

Hon. Mr. OLIVER: He is totally incapable of earning a livelihood.

*By the Chairman:*

Q. Suppose a man was a stenographer, and lost one hand. He can still take care of himself?—A. With one hand he can learn lots of things.

The CHAIRMAN: It would depend upon the man.

Hon. Mr. OLIVER: There are two conditions of disability, one applying to earning power, and the disability of personal attention. The man who is so disabled as to require assistance for personal attention is surely in a different position.

The CHAIRMAN: Take the case of a man who is blind.

The WITNESS: A blind man does not require constant attention. They are one of the easiest classes to deal with. A friend of mine recently visited St. Dunstan's House, in London, established for the instruction of the blind, and tells that he never saw anything more cheerful or delightful. It is wonderful to see what blind men can do. They are raising chickens, they kill them, they dress them, and prepare them for market. They have learned it since the war, and this occupation is only one of many.

Mr. NESBITT: They have been able to do wonderful things in the United States with blind men.

Hon. Mr. OLIVER: That means the establishment of institutions, which is another question that interlocks with this.

The WITNESS: The whole question is so large you can talk for hours and not arrive at definite conclusions.

Hon. Mr. OLIVER: We are here for the purpose of providing a pension scale which will meet the requirements as they are at present, without the institutions where those special classes would be taken care of, because we have not any at the present time, and we are not authorized to deal with that question.

Mr. NESBITT: We ought to be.

The WITNESS: In cases of special hardship the board can make some special arrangements about that personally. I hope the rate may reach \$12.50 a week. I would not care to live on that if there was nothing the matter with me at all.

*By Mr. Macdonald:*

Q. You consider \$12.50 a fair allowance for a private. How do you grade that up?—A. That does not interest me a bit. You can have the curve go upward fast or slow.

Q. You have no particular views to suggest with regard to the increase of that amount?—A. Take up the \$54 a month, and keep the colonel as he is, and that would be the grade or curve. That would be a very much flatter grade.

Mr. NESBITT: The allowance for a colonel is \$1,200 a year.

*By Mr. Macdonald:*

Q. For total disability?—A. The colonel has \$1,440. The private gets \$264.

The CHAIRMAN: Your rate would give the private more than a lieutenant gets under our present scale. The lieutenant gets \$482, and a captain \$720. That would be giving a private \$630, which would not be very much less than the rate for a captain. You would have to raise all the rest in proportion.

*By Mr. Macdonald:*

Q. You would leave the colonel's allowance at \$1,200?—A. Or \$1,440, and raise the private to \$630, and they all go up in proportion.

*By Hon. Mr. Oliver:*

Q. In your report in this pamphlet, you have given a proposed scale?—A. I did; but I have altered my opinion, sir.

The CHAIRMAN: Have you anything else to add, Mr. Darling?

The WITNESS: No.

Witness retired.

The CHAIRMAN: We will be very glad to hear anything that Dr. Clarke has to say to us.

Dr. CHARLES K. CLARKE, superintendent of the Toronto General Hospital: Mr. Chairman and Gentlemen,—Mr. Darling asked me to speak to you as a specialist in regard to some things to which I have paid special attention and which have a bearing upon the question you are now considering. I am superintendent of the Toronto General Hospital and have made a specialty of the study of mental and nervous diseases and I have spent most of my life in that work. We are face to face at the present time in our province and the remark applies more or less to all the provinces, with the fact that there does not seem to be any refuge for the soldier who comes home suffering from new conditions. There are a great many nervous conditions now in the world with which we were not familiar owing to the use of high explosives, and many conditions

[Dr. Charles K. Clarke.]



## APPENDIX No. 4

which are quite unusual, and the result is that when these men return there is very little to be done for them in what I would think is a proper way. You cannot care for them in the General Hospital, they cannot be cared for in the convalescent homes. Many of these cases are curable under proper treatment, and the only resource seems to be to send them to the asylum. That seems to be prejudicial, because it puts on them a stigma which they do not deserve—I do not attach that stigma to them, but the general public does, and it is a wrong thing that the man should be prejudiced by being admitted there, especially if he is a curable case. I have seen a good many of these returned soldiers and the conditions I observed are not the conditions ordinarily found in the asylum. They are new conditions, owing, as I say, not to ordinary causes. We cannot care for those cases in the General Hospital. One hates to say it, but our country is so far behind in the care of the insane that we should be almost ashamed of ourselves. We build up large general hospitals for the cure of acute diseases of all kinds, we spend enormous sums in the erection and equipment of the hospital over which I preside; the building alone cost nearly \$4,000,000; and yet we have not in the whole province, or in the Dominion, a proper hospital for the treatment of such cases as these curable cases in the early stages. The result is that we have to send them to the public asylum where they generally rank not as individuals, but as one of the herd. That is the fault of the system. Long ago I went to Europe as one of a commission to investigate the treatment of cases of this kind, and I thought we would have had an institution in Toronto for this purpose. We got \$100,000 to buy a site, but it never went through and it is hard to see the Americans doing what we should have done. They have established what are known as psychopathic hospitals, just for the care and treatment of these peculiar cases which are curable in the early stages. Taking Toronto as a basis, what have we there? We have one asylum for the population of the county of York and the city of Toronto, a combined population of over 500,000, with only one thousand beds. That does not meet the necessities at all. We should have an institution with 2,500 beds to meet the needs of that community. We have a little reception hospital which is not properly equipped and the result is a great many of these curable cases do not get the proper attention which a great many of the returned soldiers should have.

Mr. MACDONALD: What are the type of cases for which special treatment is required?

Dr. CLARKE: Intense nervous troubles, quite different from the ordinary case of which we always have a certain number. Many of these cases are too violent, they cannot be treated in the general hospital, and their whole recovery depends upon their being taken in hand and treated properly. My impression is that to meet the needs only of the province of Ontario a little institution equipped with fifteen or twenty beds would be sufficient. That institution would have to be equipped rather expensively.

Mr. MACDONALD: Would fifteen or twenty beds be sufficient?

Dr. CLARKE: Yes, because they will recover quickly if they are recoverable.

Mr. NESBITT: Is there not a place in Guelph which would meet the situation?

Dr. CLARKE: That is a private institution at which the patients would have to pay from \$30 to \$40 a week. In addition to that, this institution should be in the neighbourhood of some of the large hospitals where they would have access to the use of laboratories in connection with their cases. In modern medicine the laboratory is a most important part of the hospital and it is expensive to equip and to maintain. If we had an institution of that kind close to these larger hospitals they could have ready access to the laboratories.

The CHAIRMAN: What would be the expense of equipping such an institution?

Dr. CLARKE: Not more than \$20,000 to \$25,000.

The CHAIRMAN: What would be the annual upkeep?



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Dr. CLARKE: It would not amount to more than the average cost of the hospital patient. Probably \$2 to \$2.25 a week, which is not expensive. It should be in the care of people who are trained in the treatment of those cases, and there is not the slightest doubt that the medical fraternity who have special experience would be quite willing to give their services free.

The CHAIRMAN: There would be no difficulty in a place like Toronto?

Dr. CLARKE: No trouble at all. For example if such an institution were anywhere near our General Hospital I would be very glad to oversee the equipment and supervise it gratuitously, because it is a matter requiring special knowledge, there is no question about that.

The CHAIRMAN: Do you think one would be necessary in every province?

Dr. CLARKE: In every province.

The CHAIRMAN: Do you think it would be better than to have one large one at some central point?

Dr. CLARKE: Yes, no doubt about that.

Mr. MACDONALD: Have you seen many cases, such as you speak of, requiring treatment?

Dr. CLARKE: Yes, a good many, and then there is a class of case that will have to be attended to and which will require a great deal of consideration because the trouble is not recognized on the private soldiers when they enlist. One of the worst diseases is that of general paresis, which is spoken of as general paralysis. This is a common disease among soldiers, it is syphilitic in its nature and generally takes a period of from five to twenty years in its development. A good many soldiers were sent up to a clinic which I have in the hospital and I found among them a great many cases of this kind; of course they contracted that disease long before they went into the army, but it is a question that will have to be considered as to how far provision will have to be made for them.

Mr. MACDONALD: Could the disease be detected by a careful medical examination when enlisting?

Dr. CLARKE: It could by a special examination, but not by an ordinary examination. You cannot detect it in the early stages unless you have a blood examination. It seems to me that it is a very live question as to what should be done in this regard.

Mr. NESBITT: Do these fellows you spoke of last require prolonged treatment?

Dr. CLARKE: No, fortunately their career is very short; they, ordinarily, do not live more than two or three years after the disease has developed. I have had soldiers come to me and I wondered how they ever passed. Then there are soldiers that are mentally defective, a great many of them are below the ordinary standard; I have found some of them to have a mentality of not more than seven or eight years, in fact I spoke to one the other day and asked him what he was fighting for, and he said he was fighting in the war between the Germans and the United States, and he was fighting for the United States.

Mr. MACDONALD: Would you be in favour of making provision in the pension scale for the men who are defective mentally or partially defective?

Dr. CLARKE: Why not, they are as much entitled to consideration as the others?

Mr. MACDONALD: Are they entitled to be in a class different to the others?

Dr. CLARKE: No, they might come in the total disability class.

The CHAIRMAN: That would be for mental disability in consequence of the strain to the nervous system in actual service. Supposing a man were simply in camp, you would take it for granted in that case that there was some predisposition, some previous cause; that would be different to the case of a man who had suffered a shock in action?

[Dr. Charles K. Clarke.]

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Dr. CLARKE: Certainly, any man who suffers from a shock of that kind.

The CHAIRMAN: There is a difference in the case of a man who was injured in the face of the enemy and one who has only been at camp.

Dr. CLARKE: Certainly. I might mention the case of a man who was admitted to the hospital a few weeks ago who was simply suffering from shock, caused he said by the explosion of high explosives. I would not take his story without a grain of salt; it was a very plausible story he told, that he was on an ammunition transport wagon, and the wagon behind was blown up by an explosive shell and his condition was, he claimed, the result of that. I ascertained, as a matter of fact, that he had never left England, yet he was in a most deplorable nervous condition, there is no doubt about that. Of course this is one of the class of cases that the medical board should have to deal with.

Mr. NESBITT: Are not these nervous men sent to the convalescent homes?

Dr. CLARKE: No, they are not fit for the convalescent homes; I maintain it is cruel to send them there.

The CHAIRMAN: You say a special institution should be provided for them?

Dr. CLARKE: A special institution of some fifteen or twenty beds.

The CHAIRMAN: Would you say that fifteen or twenty beds would be sufficient for a city like Toronto in which there are so many men?

Dr. CLARKE: I think so.

Mr. GREEN: It would be a sort of clearing house.

Dr. CLARKE: A sort of clearing house, and some place of that kind is a necessity. I was speaking to Dr. Marlow and he quite agrees with me that fifteen or twenty beds would be ample. I do not know if this has any bearing on the subject into which you are inquiring.

Witness discharged.

Dr. ALEXANDER CHARLES MCKAY, LL.D., one of the principals of Toronto Technical School, called.

The CHAIRMAN: We will be very glad to hear anything you have to say to us on this subject, Dr. McKay.

Dr. MCKAY: I am specially interested in the equipment of men who are engaged in industrial life and so far as that has any bearing on the question before you I am prepared to speak to you, sir. We, in the province of Ontario, and in many other provinces of the Dominion, have, during the last few years, studied the question of industrial training. When I speak of the Toronto Technical School I wish to be understood as speaking in a certain measure for the other technical institutions of the Dominion, for what we are prepared to do in Toronto for the industrial work may be done in the other technical schools throughout the Dominion. The technical school in the city of Toronto is established under the Industrial Education Act of the province of Ontario, but is sustained by the city of Toronto. The building in which I work was erected recently at an expenditure of over one and a half million dollars, or including equipment, two million dollars before we were ready to commence work. I should like to tell you our object in establishing this institution. Toronto is a great industrial manufacturing city, as you all know, and the majority of the population are interested in industrial work. We designed our institution to provide instruction for people who are going into industrial life. In order to do that we had to bring together in one great building all that applied to and was peculiar to the industrial life of the city of Toronto and we are prepared there to deal with instruction along nearly all of the industrial lines represented in the life of that city. I do not mean to say that every

industry is represented by a shop, but all of the typical industries are represented in the work of the institution. With respect to the returned soldiers I have had many communications from returned soldiers and have been able to do some work for these men. But although these men have been returned in considerable numbers, they have not been in a condition, I have found, to undertake the work that we were prepared to give them in this school for their own benefit. We have had only three returned soldiers in the school and I would like to tell you about those three men, and in doing so if I can to give you a statement of the work which can be done for soldiers there.

The first man who came to us was a man who returned with his left arm practically paralyzed; he was able only to produce a downward pressure with the arm. He had been an expert bricklayer and he came to us to see what could be done for him. I presume under the advice of some hospital committee. I put him in our drafting department, which is not for the preparation of professional architects but of foremen, clerks of works, and so on, with the thought that we could make him a foreman of industrial operations. He went along with the work very nicely for some three or four weeks, when he suddenly disappeared. A few days after his disappearance I received a letter from him from the concentration camp up near Cochrane, in which he said he found it was too early for him to take up the confining work required, he could not stand it to be inside. This was early in the winter, and because of this feeling and on the advice of his physicians, he had decided to take up the outside life again, but that he had been appointed to some official position in connection with the camp there, thus saving all his salary, and he hoped to return to take up the work we had been doing for him and for which he said he was very grateful. It was the opinion of the men in the school that this man could be improved, and in a very short time brought up to a position beyond any he had ever occupied before he went to the war. This was the first man.

The second man who came to us was one who had been in the school, a boy, practically, who went with the first contingent and had his seventeenth birthday on the Atlantic on the way over. He came back shortly after, when he was 18 years of age, with the left eye gone, his left arm shattered, there being a compound fracture in two places, and his legs considerably injured. He has recovered fairly well, with the exception, of course, of the eye. He had been in one of our junior classes looking forward to matriculation in the Department of Applied Science of the University of Toronto in the hope of becoming a civil engineer. He is a bright boy, is able to take up the work we give in the school, and if he can continue in the school for two years longer, he will become, I have no doubt, the man he had planned to be before he went to the war.

The third case is that of one known to some of you personally, a man who had been engaged in railway work before he went to the war. He returned to Canada with a paralyzed right arm.

*By Mr. Nesbitt:—*

Q. What class of railway work?—A. I could not say definitely except that he had an acquaintance with the moving of trains and such work as that—a pretty intimate acquaintance,—but I could not speak definitely of what particular work he did. He had been advised to come to us thinking that he could be prepared as a railroad telegrapher, and I think the thought came to him because it had been suggested that he might get back the use of his right arm by the use of the key.

Q. What was the matter with his arm?—A. The arm was partly paralysed. It has the appearance of having a new skin on this part of the fore-arm (indicating). I have not questioned him closely about the particular kind of injury he met with. This man thought he could take up railroad telegraphy, and although we had not been doing such work as that in connection with the school we thought we should provide

[Dr. McKay.]



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for him, although he is the only student there requiring such work at present. We placed him in the hands of a very skilful teacher of telegraphy who had had experience in the Canadian Pacific Railway despatching offices, and he has been with us for some six weeks. I may say that he has a fair elementary education, and being a Scotchman, of course, has taken to his work very nicely during the short time he has been with us. He is becoming really an expert telegrapher. I questioned him yesterday about it and he told me he was able to receive fifteen words a minute, which, of course, is a pretty good rate for one who has only had a few weeks' experience. Now then, in connection with this case, I wish to present a matter to you which occurred to me since coming into this room, for before then I had no idea of what line of work would be taken up. I asked him about his pension yesterday. He said he received at the rate of \$192 a year. That is a very small sum, only about \$4 per week. I said to him, "It is costing you more than that to live in Toronto." "Oh yes," he said, and apparently it had caused him considerable distress. There had been, in fact, a little correspondence about it before he came to us, but I didn't quite appreciate the situation. He has a pension at present, a temporary pension, of about \$4 a week, but it is costing him more than that to live in Toronto, and we are charging him nothing for his tuition. I asked him what about the future, and he felt satisfied he was doing something that would be helpful, and was delighted with what was being done for him. He looked forward hopefully to the future, and he said—and this was a suggestion made to him—"In a very short time I hope to be in a position to earn \$60 or \$70 a month." The suggestion I would like to make to the Committee is this: that provision be made—temporary provision lasting for a comparatively short time—for such men who can be improved in connection with industrial life during the time they are in such schools as we provide in the city of Toronto. The point I would like to emphasize is: so far as my experience goes, there are many men who are returning who can be assisted at the present time, and who can by a little extra assistance from the Government, in a very short time be put into better positions than they occupied in the industrial life of the community before they went to the war. In connection with the school in Toronto, and the same would be true of many others, we are prepared to handle at any time, several hundred of these men. We have an organization that would enable us to do this very effectively, and at a very moderate expenditure, but I think the expense should be borne by the Dominion Government.

*By Mr. Nesbitt:*

Q. Or by the men if paid sufficient?—A. Or by the men if paid sufficient.

*By Mr. Greene:*

Q. Your institution, as at present constituted, is rather for the development of the industrial worker than for the care of the physically defective in any way?—A. Yes, it is an industrial school.

Q. What I mean is, your present institution is not for the purpose of taking care of and teaching any one who is physically defective?—A. No, excepting that I see no reason why the distinction should be made.

*By Mr. Nesbitt:*

Q. Does your school teach tailoring?—A. We have not taken up tailoring for men but for women.

*By Mr. Macdonald:*

Q. What trades do you teach?—A. I will take the basement floor of the building. We teach there, printing and press work, painting and decorating, plastering and plaster decorative work, cement product work, brick-making and brick-laying; all



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branches of woodwork, carpentering and cabinet-making; mill work and machine work of all kinds in connection with wood. In the metal trades: machine shop practice of all kinds, forge work, foundry work; burning of brick, tile, and terra-cotta; electrical work, advanced and elementary, of all kinds; plumbing and steam and gas engineering. We are able thereby to take any men at the school who wish to become equipped as stationary engineers; and I think we have probably the best plant that could be found on the continent for that purpose. I have spoken there just of one floor. We have the chemical industry, in fact there are many industries related to chemistry; the industries related to art, and there are many of these that would be suitable for these men; and then the draughting department, where instruction is given in architectural drawing and machine drawing and all kindred matters.

*By Mr. Oliver:*

Q. The work done in the technical school would be mostly beneficial to the men who have no hands?—A. Not necessarily so. A man could be provided for who had lost a limb.

*By the Chairman:*

Q. In the case of decorative work, could a man with one hand do it?—A. A certain kind of interior decorative work, but a man who had been acquainted with building operations, if he was an intelligent man at all, could in a very few months be made a capable inspector of building operations.

Q. Capable foreman?—A. Yes.

*By Mr. Macdonald:*

Q. In what particular lines could a man with one hand be trained?—A. I have just spoken of one.

Q. Do you mean as a telegrapher?—A. As telegraphers and in painting and decorating, a great deal of that class of work. I have seen a great many men engaged in painting who had only one hand, and a hook in place of the other.

Mr. NESBITT: I have seen men with only one hand do all the work of a farm.

*By Mr. Nesbitt:*

Q. You do not go into the light trades?—A. We are prepared to go into any trade represented in the industrial life of Toronto.

Q. You took up instruction in telegraphy?—A. We had been in this building and had the opportunity of developing our work only since last September. Of course, telegraphy is a very important work, and a work that will be done regularly in the school, but it had not been done at that time.

*By Mr. Macdonald:—*

Q. Have you thought of the pension problem?—A. No, sir, I have not particularly thought of it. I have merely thought—and I am quite assured of this—there is great work that can be done for the returned soldier along these lines, and we have the means of doing it.

The CHAIRMAN: On behalf of the Committee I wish to thank you very much for your interesting evidence of this morning.

Witness discharged.

## APPENDIX No. 4

Mr. DARLING recalled and further examined.

*By Mr. Macdonald:—*

Q. You told, I think it was Mr. Oliver, who asked you in regard to the question of the comparison of the Australian and other pension lists, that you had revised your opinion as you gave it in the memo we have all received from you, and which you had so well prepared. You say that you suggest a flat pension rate of \$12.50 for the private in case of total disability?—A. Yes.

Q. Leaving the Pension Board to determine in regard to all questions of partial disability. That is as I understand your position.—A. Yes.

Q. In the event that the committee might not be prepared to agree with you in that regard, perhaps you could give us some information as a comparison with other countries?—A. Well, all countries give pensions. As far as I can ascertain the American system is a generous one, but it is very difficult to master all its provisions. I got all the information from Washington, but it would take a pension lawyer to grasp its intricacies. The Acts date from about 1812, and every new measure reverses, or eliminates, or adds to the provisions of previous Acts. I have all the information embodied in a very thick book, but found myself quite incapable of making anything out of it.

Q. In a general way, they make no distinctions between the private and the officer?—A. As far as I can make out they make no distinctions. The total is high, amounting to \$1,200.

*By the Chairman:—*

Q. In case of total disability there is no distinction between any rank in the service, each man gets \$1,200 whether a general or a private?—A. Yes. Then for every specified gunshot wound or physical injury, there is a specified rate of compensation. I do not see how that works, because a gunshot wound to one man may be very slight and without inconvenience, whereas to another person it may prove very serious.

*By Mr. Macdonald:*

Q. Have you any suggestions to make in this connection?—A. I think the principles underlying the Pension Act of each country ought to be discussed and considered very carefully. I object to using the rates of pay obtaining in Australia for the purposes of comparison with the rates prevailing here.

Q. Why?—A. Because our men do not live in Australia.

*By Mr. Nesbitt:*

Q. The surroundings here are different from what they are there?—A. The surroundings are different.

*By the Chairman:*

Q. Is there any difference in the cost of living, as compared with Canada?—A. I do not know, but even if Australia paid its men too little, I do not see any reason why we should follow their example.

Hon. Mr. OLIVER: In Australia they have established compulsory training.

The CHAIRMAN: What difference would that make?

Hon. Mr. OLIVER: It would make this difference, that their men over there understand they are liable for military service under some circumstances.

The CHAIRMAN: But they are not compelled to serve, they volunteer. They are compelled to train, but for overseas service they volunteer just as our men do.

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Hon. Mr. OLIVER: Here we are on an absolutely voluntary basis. We have a lot of men in Canada to raise for active service, and unless we deal liberally with those who have given their services in the past, we cannot expect to enrol the required number on the voluntary system. In Australia they have established the idea of military service.

The CHAIRMAN: In my opinion the great majority of the men who volunteered for service the first year never considered the question of pensions at all. They never knew whether there were pensions or not, and did not care; they wanted to go and do service for their country.

Mr. NESBITT: A lot of men look more to the patriotic fund and separation allowances, you don't hear them mentioning pensions very often.

The WITNESS: Speaking of men I know in the building trades, a great many of them say, "I don't want a pension, I want a job."

Mr. MACDONALD: That is the case with a lot of the men who came back. They may say that in the first flush of the war, but their outlook is different later when sickness comes. The pension will come in handy when the dark days set in.

The CHAIRMAN: If men are entitled to a pension they will take it.

Hon. Mr. OLIVER: The man who has a physical disability is at a disadvantage in competing with the man who has no physical disability in all lines of life. I would be glad to think that a man is going to get special consideration because of the patriotism he has shown, but I cannot be sure of it.

The CHAIRMAN: It is a very nice thing for a man in need to know there is a little money coming to him.

*By Mr. Macdonald:*

Q. Now, Mr. Darling, we understand that the result of your investigation—and you have given a great deal of attention to the matter—as shown by your memo., is to abolish the degrees?—A. Absolutely.

Q. And substitute a minimum rate of \$12.50 to every case of total disability, no special allowance for an attendant; and then you leave special cases to the discretion of the Board. What do you say to this proposition?—A. I feel very strongly the necessity of giving the unmarried man the same as the married man. The mere fact of the helplessness of the man will very often induce a woman to marry him. If we give \$12.50 a week, the man could marry, and his wife look after him. In this way you do not condemn him to celibacy and cheap boarding-houses for the rest of his life. It would be better from the national standpoint, too.

Mr. MACDONALD: The disposition of Parliament in creating a pension board would be to lay down for that pension board exact schedules, while the pensions board's duty would have to be to determine the parties entitled to receive it. I think Parliament would probably feel disposed—it might not on consideration—to fix the schedule which the pension board would apply after the necessary investigation.

The CHAIRMAN: And leave as little discretion as possible to anybody.

Mr. NESBITT: Yet we leave a great deal to the discretion of the Railway Board.

The CHAIRMAN: In the case of definite schedules, men would know exactly what they are going to get, and they could not bring pressure to bear, which would be done to a certainty if the other course were adopted.

Mr. MACDONALD: If you leave the whole thing to the Pension Board, a claimant might reason: If I can get some influence to persuade this board that my case is a little worse than somebody else's and by showing that I will get a little more,—there would be room for abuses. You want to fix a limitation.

[Mr. Darling.]

## APPENDIX No. 4

The WITNESS: What I suggest would be that instead of the Government having only two divisions of people beyond those totally disabled, I would let them make it about five. The difference then would not be so great.

*By the Chairman:*

Q. Can you, Mr. Darling, draft out your idea of what these degrees should be?—A. I have never had an opportunity to argue this thing before. I could not find anybody who would argue it with me. The only man who would argue generally did not know as much as I did. This is the first time I have had somebody to discuss it with.

The CHAIRMAN: I would suggest that Mr. Darling and Mr. Jarvis confer together regarding these degrees.

*By Mr. Nesbitt:*

Q. Mr. Darling, you told us in the first place you would prefer to leave largely total disability to the board?—A. I would prefer it.

Q. In case you are going to establish degrees, would it not be better to follow the American system of so much for certain specified things?—A. What do you do in a case like that of invalidism?

Q. There is the total disablement.—A. A delicate man, with a poor constitution, getting worse from illness, you cannot put such a case into a definite scale. You can follow the American scale, and fix a specific sum for loss of a thumb or a finger, or the loss of one leg, or both legs, for an arm excised at the shoulder, or a leg excised at the knee. There is a scale of injuries or disabilities of that kind.

*By Mr. Scott:*

Q. There is great difficulty in this other way too. From total disability, you would divide it up according to the difference between a man's earning capacity?—A. Yes.

Q. The earning capacity of different men varied before they went to the war. One man may earn a thousand dollars a year, another six hundred, and another two thousand.—A. I do not believe I thought of that at the beginning. But I do not think it would be possible to base a pension on the man's earning power before he went to war. You would discover that all the budding millionaires of this country had gone to the war. There would not be a man in that case who had not been earning at least \$1,500.

Mr. SCOTT: If not upon earning capacity, how are you going to get at it. Are you going to say the earning capacity of every man is the same?

The CHAIRMAN: For this purpose, no matter what system you adopt, it will require careful administration.

Witness retired.

Committee adjourned.



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## HOUSE OF COMMONS,

COMMITTEE ROOM No. 110.

FRIDAY, March 24, 1916.

The Special Committee appointed to consider and report upon the rates of pensions in force in Canada for disabled soldiers, the establishment of a Pensions Board, and other matters relating thereto or connected therewith, met at 10.30 o'clock a.m., Hon. Mr. Hazen, Chairman, presiding.

The CHAIRMAN: Mr. Darling, I think you were going to consult with some of the officers of the Pension Board and prepare a memorandum for submission to the committee, have you done so?

Mr. DARLING: I met Mr. Borden by arrangement yesterday afternoon, it was well on to four o'clock before I was able to do so, and we talked the matter over at large; I was unable to see any one else, because by the time I left Mr. Borden it was 5.30 o'clock.

The CHAIRMAN: You had suggested to the committee that the first and second degree should be fused together, that is, that there should not be any difference in the amount paid a man who was injured or contracted disease in action or in the presence of the enemy, and the amount paid to the man, whatever the character of his disease that developed after enlisting; and after that you said you would suggest a division into five degrees.

Mr. DARLING: There is no use in mixing the two things, once the two degrees are eliminated, most decidedly that division should take place.

The CHAIRMAN: You were going to make a memorandum showing what your suggestion would be, but have you not had time to do that?

Mr. DARLING: No, I have not.

The CHAIRMAN: Will you do that a little later on and submit it to the committee?

Mr. DARLING: I will do that with pleasure. (See also Exhibit 1, pages 69-71.)

The CHAIRMAN: Now, gentlemen, I think it will be well to hear Mr. Scammell. Mr. Scammell, we will be very glad to hear any statement you have to make.

Mr. E. H. SCAMMELL called and examined.

*By the Chairman:*

Q. You are secretary of the commission regarding convalescent homes, are you not?—A. Yes.

Q. Is that the title of your committee?—A. No, the Military Hospitals and Convalescent Homes Commission.

Q. Now, if you have a statement to make to us, or if you desire to give us any information we will be very glad to hear it.—A. In the first place, I should like to say I am not officially representing the commission in the suggestions I am going to make, with the exception of one or two, which were dealt with at the last meeting of the commission, held March 13, 1916. The following appears upon our minutes:—

## PENSION.

Mr. Dobell strongly recommended that pensions in Canada should be based upon the degree of disability not upon the loss of earning power. It was resolved that this recommendation be submitted to the Pensions and Claims Board and also the Government.

[Mr. Darling.]

## APPENDIX No. 4

In view of the great importance of a satisfactory pension arrangement it was resolved to recommend to the Government that a permanent Pensions Board be created on the lines of the Railway Commission, consisting of three or five members who would devote their whole time to this work.

It will be seen that the commission asked for the appointment of a Pensions Commission which would be independent of any Government department, and independent of both parties. Then in the second place they asked that the pensions should be according to disability and not according to the loss of earning power.

Q. According to disability and not according to the loss of earning power?—A. Yes.

Q. How are you going to figure disability unless you consider earning power?—A. In this way, if a man has lost an arm or a leg, or has suffered in some special manner which can be diagnosed that it should not matter whether he is a lawyer, a banker or a labourer, the pension should be the same in all cases.

Q. That is if a lawyer loses an arm his pension should be the same as that of a bricklayer who loses an arm?—A. Yes, sir.

*By Mr. Macdonell:*

Q. That is the case now, when the men are of equal rank in the service?—A. Yes, but in England it is different.

Q. You mean only if they are equal in rank they should be the same, is that what your committee desires?—A. I am dealing at present with the private soldier only.

*By the Chairman:*

Q. Have you a copy of the resolution you speak of?—A. I will put that in. I should like to explain more fully the situation with regard to the disability question. In England it is a question of the loss of a man's earning power, and the result has been that men are refusing to take special training which will give them increased earning powers. Mr. Dobell, who made a report which was referred to yesterday by Mr. Darling, says in regard to this:—

“We think it most essential that all pensions should be allotted on the basis of physical disability in the untrained labour market and without any consideration as to what a man was earning before or what he may be able to earn in the future by his own initiative and hard work. Both France and Belgium realize that a self-supporting citizen, even though he is maimed, is an asset to the State, whereas a man living on an allowance of so much a week, is entirely non-productive and only an incubus.”

I may say that Mr. Dobell reported a special case when he submitted this statement. He met a man who had just left one of the convalescent homes in England, who was granted a pension of 25 shillings per week—that is ten shillings and six pence pension and fourteen shillings and sixpence extra allowance. This man was of an industrious turn. He took some special training and started in to earn 30 shillings per week. The British Government immediately dropped his pension from 25 shillings to ten shillings and sixpence. He pointed out to Mr. Dobell that if he had simply sat down under his disability and had taken to drink, as another man who was in the same room had done, his pension would have been continued at 25 shillings per week. Even here that point is being raised by the men in the convalescent homes. They say to us: “If we take vocational re-education we are going to lose our pensions and we shall be up against the same difficulty as the men are in England and France.” Mr. Dobell stated that the British Government is contemplating a change to a system by which the pensions shall be based, not upon loss of earning power, but upon actual disability.

Q. That is like the American system?—A. It is like the American system. I do not know whether they intend to introduce a specific pension for a specific disability, or whether they intend simply to classify the disability. But the Military Hospitals Commission is very strongly of the opinion that our plan here should be changed. At the

present time a man is granted a pension for one year. Take the case of a man who has lost his leg: he is granted a pension for one year. At the end of a year he has to come up for further examination, and if by applying himself to study he has been able to make up for some of the loss he has sustained, his pension may be reduced or even may be cancelled altogether. That hardly seems fair to the man who is industrious.

*By Mr. Nickle:—*

Q. Is that final at the end of the first year?—A. One or two pensions have been granted for life. I do not think there are very many.

*By the Chairman:—*

Q. That is where there is no chance of recovery?—A. Where there is no chance of recovery at all.

*By Mr. Nickle:—*

Q. Under the present system are there annual revisions?—A. That is the present system.

Q. And are the annual revisions continuous?—A. Yes, continuous in that respect. The Military Hospitals Commission has made arrangements to give a vocational re-education to all men whose disability prevents their returning to their previous occupations, and that, I think, has a very vital bearing upon the question of pensions. For instance, supposing a man has lost his leg and he was engaged as a plasterer or painter. We propose to give that man an opportunity to enter a new occupation where the loss of his leg would not mean the loss of earning power. A beginning has already been made. In the Convalescent Home in Ottawa, we have installed a schoolmaster. That is to be followed by similar action in all the convalescent homes in the country. Thus the men who are there may have their elementary knowledge brushed up so that when it comes to a question of entering a technical school, or taking special technical education, it will not be necessary to go over the ground work. Further, it will have a therapeutic value in that it will give the men mental occupation as well as training. If, however, we are to carry out a definite scheme of vocational re-education, it will be necessary to maintain these men, and to maintain their families, after they have left the convalescent homes. A suggestion was made yesterday, sir, that men should be continued on military pay while they were undergoing such training. That plan would not work at all, for two reasons: First, the man should be discharged from the Canadian Expeditionary Force before his training begins.

*By Mr. Macdonald:*

Q. Why?—A. Because he will not be under the Militia Department, sir, he will be under the commission entirely.

Q. But why should not the Militia Department hold him on pay?—A. For the second objection I was about to make, sir. The private's pay is \$33 a month. That is too much to continue to pay to a single man who is being trained and in some cases kept, at the expense of the country. It is too little for a man who has a family, because he loses the Patriotic Fund allowance, and he would find it impossible to maintain a family on \$33 a month.

*By the Chairman:*

Q. What do you propose to substitute for that?—A. The proposition is that every man who is undergoing vocational re-education, should receive a stated allowance. A scale of pay has been drawn up which has been submitted to the Government. It varies according to whether the man is single or married, and according to the size of his family. In that scale cognizance is taken of the amount paid at present by the Militia Department and the allowance received from the Patriotic Fund.

[Mr. Scammell.]



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*By Mr. Macdonald:*

Q. The minimum being what?—A. The minimum being the amount of a man's pension.

Q. Under the present schedule?—A. Under the present schedule.

Q. What control is exercised over him? Suppose a man is in a convalescent home and begins a vocational training —A. There will not be much vocational education given in a convalescent home. The men are not well enough for that.

*By Mr. Nickle:*

Q. Then the training given there is practically negligible?—A. Except the elementary training.

*By the Chairman:*

Q. You have a schoolmaster to brush up their elementary knowledge?—A. We shall give a certain amount of elementary vocational training, bench work and work of that kind, according to what a man is able to stand. But when he is able to leave the convalescent home, when he is placed by the Militia Department either into class 1 or class 3—class 1 being for immediate discharge without pension and class 3 for immediate discharge with pension,—then he is in a position that we can take hold of him and place him in a technical school, or put him to work in a shop or on a farm where he can receive training until we find him some occupation. But we have to keep that man.

*By Mr. Macdonell:*

Q. Would you make it optional with him to retain his pension, and go about his affairs in his own way?—A. You must, sir.

*By Mr. Macdonald:*

Q. Will you cut off his money if he does not follow out your advice?—A. Certainly, if he does not take the training which the commission has provided.

Q. That seems all right. But what happens if he does not obey the conditions? Does he revert to a pension, or is he dropped?—A. So far as the commission is concerned he must be dropped.

Q. I suppose he would be entitled to some pension. Do you allow him to take his pension and go?—A. Yes. In many cases the men we deal with are men who have already been pensioned. And it is proposed that the amount of their pension should be taken into consideration in the allowance which is made for their support and the support of their families during the time they are undergoing training.

MR. MACDONALD: I see. So that, if that scheme works out, you have to have a sliding scale in the pensions.

THE CHAIRMAN: Not in the pensions.

MR. MACDONALD: The amount of the pension is assumed to be fixed.

*By Mr. Scott:*

Q. That is, according to his injury?—A. Yes.

*By the Chairman:*

Q. Of course, reports would be received from the head of the school as to his conduct, progress, attendance and so on, and somebody would have to be there to see that he is taking advantage of the provision made?—A. We are appointing vocational officers covering the whole country. Yesterday, the vocational officer for the Maritime Provinces and Quebec arrived in Ottawa—Colonel Macdonald knows him very well—Mr. Sexton, Director of Technical Education in Nova Scotia, who has been loaned to the Commission for this purpose. After the meeting here yesterday Dr. Mackay spent a considerable time with us, and we arranged at the meeting that he should suggest a similar officer for Ontario with headquarters in Toronto.



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Q. What has Mr. Kidner to do in this connection?—A. He is the Vocational Secretary; he has charge of this educational work, and all the educational officers throughout the country will be under him, and through him under the commission.

*By Mr. Nickle:*

Q. Before you leave vocational training, who is to decide as to what vocation a man shall enter?—A. We are arranging for a vocational committee in every centre, which will be responsible to the Provincial Commission appointed in connection with the question of employment.

*By Mr. Chairman:*

Q. Who appointed the Provincial Commissions?—A. They were appointed by the Provincial Governments as a result of the conference held in Ottawa last October between the Federal and Provincial Governments, for the purpose of providing employment for the returning members of the Expeditionary Forces. There is a Commission in every Province.

Q. They are working in harmony with your Commission?—A. Yes, virtually as sub-committees of the Federal Commission.

*By Mr. Macdonell:*

Q. The plan indicated by you has three stages: first, that of the soldier pensioned before he comes to the convalescent home; then a series of treatments there, or a temporary residence in a convalescent home, during which he receives the elements of vocational instruction. And thirdly, before he will do any work, he adopts some vocation and instruction, goes into a technical school or a vocational school, and fits himself for some trade? A. The second and third points I agree with; but I do not quite understand the first one.

Q. The first one refers to the condition of the ordinary soldier when he is wounded and gets a pension?—A. No, sir, he does not get his pension until after he has received such treatment as can be given him to minimize his disability.

*By the Chairman:*

Q. He gets the pay of his rank?—A. Yes, but not his pension.

*By Mr. Macdonell:*

Q. Surely, if a man is injured, he gets his pension?—A. No, sir.

The CHAIRMAN: He would go into a convalescent home for treatment, during which time he still receives his pay as a soldier. After a month or two in the convalescent home if his injury has not disappeared, or he is not cured, he would be recommended for a pension according to the degree of his disability.

Mr. MACDONELL: He need not take the training if he does not wish to; he can take his pension. It would be optional with him.

The CHAIRMAN: Yes, whether he went into a school or not.

*By Mr. Nickle:*

Q. As long as a man is in the convalescent home, he is still supposed to be in the service of the State, and if he recovers he is liable for further military service?—A. That is so in theory. But, in practice, only those men who are not likely at all to be able to continue military service are sent back to Canada.

Q. I am just speaking of the theory.—A. At first they were sending back some capable of returning to the front, but definite instructions have been issued that such men are to be kept for convalescent treatment in England, so that the country should not be put to the expense of bringing them across the Atlantic and taking them back again.

*By Mr. Macdonald:*

Q. When the Medical Board on the other side report that in their opinion men are not fit to fight they are returned to Canada?—A. Yes, that is the practice.

[Mr. Scammell.]

## APPENDIX No. 4

*By the Chairman:*

Q. Those who are invalided home it will be taken for granted are unfit to go back again?—A. Some of them are fit to take up civilian employment, and those men on arrival are put into what is known as class 1, and are given 15 days' pay and transportation to their homes, and let go about their business. Then the Provincial Commission take hold of these men and find them work. Up to the present there has been no difficulty in placing every such man who has come back. Those who are unfit to take up civilian employment are placed in class 2 for convalescent home treatment. A few whose disability is such that convalescent home treatment will not benefit them, are immediately placed in class 3 for pension, and their papers are sent to Colonel Dunbar, who is President of the Pensions Board, and their pensions are dealt with at once.

*By Hon. Mr. Oliver:*

Q. It is rather an odd condition that a man is not fit for military service and yet is fit for civilian employment?—A. There are a great many such men, sir. For instance, to be very personal, take myself: if I went to the front I should be returned at once as unfit for military service, but I think I am quite fit for civilian employment.

Q. Suppose I went as a soldier; I had a certain constitution when I went, I come back weakened so far as that constitution is concerned. Now, even supposing I am able to go into civilian employment, and carry on to some degree, I have suffered a very substantial loss. Am I to get no consideration for that? My life in all probability has been shortened, my possible earning power has certainly been restricted, and I get no consideration?—A. Do you mean that if your earning power has been restricted because of an ascertainable disability?

Q. Yes, contracted during service.—A. You would not be immediately discharged.

Mr. SCOTT: You would not consider his earning capacity at all. You are going to base your pension on the actual injury he has received. How are you going to get at that?

The CHAIRMAN: Just like the Americans do, so much for a leg or an arm.

*By Hon. Mr. Oliver:*

Q. In one case you are going to base your allowance on physical disability?—A. No, sir, every man whose disability is such that it interferes with his following a civilian calling—

Q. That is the question of earning power?—A. It is closely allied.

Hon. Mr. OLIVER: It is not allied; it is the actual fact.

*By Mr. Macdonell:*

Q. Take the cases—and there are many of them—of what you may call nerve destruction. There are young men coming back whose nerves are destroyed, possibly temporarily. They are unfitted for military service, and they are returned home. They look well, and feel reasonably well, but they are substantially impaired for life. How would cases of that kind be dealt with?—A. They would come under pensions.

*By Mr. Nickle:*

Q. What is the physical disability of a man absolutely sound, but who cannot control his hands?—A. He would come under class 2, for further treatment in either a convalescent home or institution.

*By Mr. Macdonald:*

Q. Does he still draw pay?—A. Yes, so long as he is undergoing treatment.

Q. He has to report to the permanent medical officer for inspection until his case is finally determined?—A. Yes, if it is found that he is permanently disabled, however, he is a proper case for pension.

*By Mr. Nickle:*

Q. It is difficult to set a scale for that type of case?—A. I do not know that it is. It is being done now. It should be an easy matter for a medical board to assess that man's disability at 25, 50, or 75 per cent.

Mr. SCOTT: You are getting right back to earning capacity when you do that. The difference is not the basis of what it should be awarded on, but if the man goes into some new occupation you instruct him. Your objection to the old method is, if he is able to earn more money his pension would immediately be reduced, and you want to avoid that. But you are not really avoiding that if it is fixed.

Colonel BELTON: Might I suggest that these questions be put to the President of the Pensions Board? I think Mr. Scammell is leading you astray.

The CHAIRMAN: We will take his evidence later on.

*By Hon. Mr. Oliver:*

Q. To get back to my question. It appears to me that when a man is disabled to the extent of requiring his discharge from military service, there is an important question as to whether he is entitled to consideration for that amount of disability or not. Whether or not, he is able to go back to civilian life, he has suffered disability. Under your proposal he is to receive compensation for that disability thereby suffered?—A. Certainly, he is.

*By the Chairman:*

Q. What would you say?—A. What disability has he suffered?

*By Mr. Nickle:*

Q. I will give you an instance, of a case I know of myself, of a despatch rider, who has had his heart dislocated. Take first the case that he was a labourer, and secondly that he was a clerk. There is the physical disability in each case.—A. I should put it upon the same basis.

Q. In one case it does not affect his ability to earn a living at all; in the other it does.—A. We would train him for some calling.

Q. You won't give him any pension if he can be trained in a new calling?—A. That I do not know. The question of pension will depend upon what the disability is.

Mr. SCOTT: The great objection is the first point. If you teach a man a certain vocation and then attempt to take away the pension, you take away the incentive to improve his condition. Once having specified the pension a man is to receive you cannot reduce it.

Hon. Mr. OLIVER: If it has been honestly granted.

The CHAIRMAN: If he has fulfilled the conditions entitling him to a pension.

Mr. SCOTT: That is a fundamental principle.

The CHAIRMAN: The principle is pretty much the same. A judge of the Supreme Court is entitled by law to a pension if he has served fifteen years; it is a legal right. He gets his pension, but that does not preclude him from practising law or going into parliament.

The WITNESS: But there is another side to that question which I think we should consider. There are two classes of injuries; there is a definite ascertainable injury which cannot be relieved by treatment. If I lose my leg, I shall never grow a new leg. There should be a definite pension which cannot be reduced in any way because of the loss of my leg. But if I have contracted rheumatism in addition to that, or some other internal complaint from which I am likely to recover, I do not think we should give a permanent pension for a complaint which is not permanent. Consequently, in cases of that kind, the pension should be subject to revision either once a year, or at such intervals as may be decided upon. My suggestion to this

[Mr. Scammell.]



## APPENDIX No. 4

committee is, that we follow in some degree the American practice of giving a fixed pension for a fixed injury; but those injuries which are not fixed and which under treatment or in time, are likely to improve, should be classified, and a supplementary pension of a temporary nature given to cover the period during which the man is likely to suffer such disability. I am not speaking in this for the commission, but for myself, after looking fairly closely into this matter. But pensions for the loss of limbs, or for the loss of any functions which cannot be repaired, I think should be for life. There is no reason why it should not be laid down absolutely that, if I lose my leg below the knee, I am entitled to a certain pension. There is no need to investigate my case at all; that pension is due to me, and it should be mine for life. Now, may I pass to the next point.

*By the Chairman:*

Q. Would you give the same pension to the officer who loses his leg as to the private?—A. I am sufficiently democratic to say yes.

*By Mr. Macdonell:*

Q. Would you have no classes?—A. I should very much prefer that there be no classes. Taking the next point: according to the present Act, pensions are granted to the man only, except when he is totally disabled, then a pension is granted to the wife and a further pension to the children. Take the case of a man in the first degree who according to the present Act is wounded in the sight of the enemy. He gets a pension of \$22 a month; his wife is given a pension of \$11, making a total of \$33. If he has three children, then he gets \$5 for each child, making a total of \$48 a month. Supposing, however, the Medical Board find that man's disability is 75 per cent—I am open to correction if the percentage is named wrongly—he falls short of the total disability pension, and gets the second degree, namely \$16 a month, and his wife, if he has a wife, gets nothing at all. There is a difference in the case of a man with three children, of from \$48 down to \$16 a month. Now, a great many cases have come under my notice in which this scale is working very hardly. Men have not been totally disabled, but they have been so far disabled that a pension of \$16 a month is a mere pittance, and according to the New Zealand and Australian Act, pensions are given in all degrees, or may be given in all degrees, to dependents. I have here the definition of "Dependents" given in the Australian Act. It says: "'Dependents' means the wife or widow and children or ex-nuptial children of a member of the Forces, whose death or incapacity results from his employment in connection with warlike operations, and includes such other members of the family of that member of the Forces as were wholly or in part dependent upon his earnings at any time during the period of twelve months prior to his enlistment, or who would, but for such incapacity, have been so dependent, and parents who though not dependent upon the earnings of the member at any time during the period of twelve months prior to his enlistment are, at any time within five years after his death, without adequate means of support; and where the member (i) being the grandparent of an ex-nuptial child, leaves the child so dependent upon his earnings; or, (ii) being an ex-nuptial child leaves a parent or grandparent so dependent upon his earnings, includes such an ex-nuptial child and parent or grandparent respectively." I strongly urge, sir, that, in any revision of our Pensions Act, dependents of others than those who are totally disabled should be eligible for pension. I should like to give an illustration which came definitely before me the other day. This letter was received from the Secretary of the Returned Soldiers Manitoba Commission, and reads as follows:—

"I wish to bring to your attention a case of Mr. and Mrs. Hodge, 431 Simcoe street, Winnipeg, whose two sons, Henry B. Hodge No. 109400, and Robert L. Hodge No. 106021, both belonging to the 4th Batt. Canadian Mounted Rifles, 2nd Brigade, have been killed, the first on December 1, 1915, and the second was killed on December 10, 1915. Mr. Hodge is 78 years of age, and



Mrs. Hodge is only a few years younger. The old people are in destitute circumstances, Mr. Hodge not having worked for over twenty years, and their two sons as noted above were their mainstay.

"I wish, under the circumstances, you would use your influence with the Officer of Pay and Pensions to see if an exception cannot be made in this case and a pension granted to these old people who have given their only two sons to the country.

"As you will observe, in view of the age of Mr. and Mrs. Hodge, the pension will not continue very many years.

"I inclose certificate as to this old couple's circumstances, signed by Dr. Campbell of this city."

I referred that matter to Colonel Dunbar, and he very kindly took it into his consideration, and replied that if definite information could be forwarded, certified information, as to the circumstances of these old people, arrangements might be made to grant them a pension. But that, sir, is not a right; it is a favour; and I maintain that in a case of this nature the parents of such men should be entitled to a pension without having to make an appeal *ad misericordiam* for it.

*By the Chairman:*

Q. If they are in easy circumstances, I do not think they should receive a pension?  
—A. In that case, no, certainly not.

*By Mr. Macdonald:*

Q. It should be granted only in cases of dependence.—A. Yes, but a widowed mother, if a dependent, would have got it, but because her husband is 78 years of age and alive, according to our Act they are not entitled to a pension.

*By the Chairman:*

Q. There will be many cases where claims will be made for pensions for parties who should not get pensions, and I think we ought carefully to consider cases of that nature. If the father is alive and unable to work there is no reason why a pension should not be given if the son has been killed.—A. There is no reason.

THE CHAIRMAN: Already, there have been attempts to set up claims that are not justifiable. You have to guard the country against that sort of thing, or you will run away with millions of dollars unnecessarily.

MR. MACDONALD: That is one side. There is the case of the woman who has lost an only boy.

MR. NICKLE: You will have to define "dependents" very carefully.

MR. MACDONALD: May I ask what the term "beneficiary pensioners" refers to?

Colonel BELTON: There is no doubt, in the case just mentioned, these people will get a pension, and the Act plainly provides for it, the present Pay and Allowance Regulations allow for that.

THE CHAIRMAN: Please proceed, Mr. Scammell.

THE WITNESS: Another case, which is somewhat analogous to this is the following: I have a letter from Winnipeg regarding the mother of the late Sergeant-Major Hall, V.C., and I referred the matter to Colonel Ward who was here yesterday, and he wrote me the following letter:—

"With reference to the attached correspondence regarding special pension for Mrs. Hall, mother of the late Sergeant-Major Hall, V.C., no provision has been made for this at present by the Dominion Government. I might point out that in the British service a special pension of £10 a year is granted to every soldier who receives a Victoria Cross from the date of act of bravery by which the decoration has been gained, and there is also special provision in the event of an annuitant being unable to earn his livelihood, that this amount may be increased. But as far as I know, this special pension ceases with the death of

[Mr. Scammell.]

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the soldier, and I do not think that there is any provision whatever made for any special pension or additional pension being granted to the widow, or any other relative of the deceased in consequence of his having gained the Victoria Cross.

"If you desire to bring this matter forward, you had better forward the case officially, and I would like you to add a copy of this reply so that the Militia Department may be in possession of the facts when you represent the case."

*By the Chairman:*

Q. Did Sergeant-Major Hall obtain the Victoria Cross in this war?—A. Yes, sir, and he was killed. Many people in Winnipeg think, as his mother is in poor circumstances, that she should receive some recognition.

Q. Doesn't she receive a pension?—A. That I cannot say. Perhaps she does.

Q. Is she a widow?—A. Yes.

Q. Then she would be entitled to something?—A. This was the letter referred to (reads):—

"When we remember the glorious achievements of this Winnipeg boy (whose gallantry has not apparently been fully realized by the citizens of Winnipeg) it behooves us to leave no stone unturned to see that Mrs. Hall is granted the privileges that go with the coveted decoration without undue delay."

Q. There are no privileges in this country going with the Victoria Cross? That simply raises the question of whether a man gaining the Victoria Cross, the D. S. O. or the D. C. M. is entitled to extra recognition.—A. Another question to which I desire to call attention is that of the Employers' Liability Act.

*By Mr. Nickle:*

Q. Before you leave pensions, what is your idea in relation to commutation of pensions?—A. That this Pensions Committee should take power to arrange for it.

*By the Chairman:*

Q. You think power should be given to the Pension Board to commute in special cases?—A. I had that as a point to be taken up a little later on. I shall be very pleased to give the Committee, if desired, some information regarding the working of that matter in England. I say that some years ago, my father, who has taken a large interest in returned soldiers for many years, got the British Government to reduce, or rather abolish, the age limit at which a man might commute his pension. Previously the age had been 50 years. Now, there is no age limit. Owing to this, a very considerable number of ex-British soldiers have been enabled to settle in this country and in Australia. Some of these have gone back to take part in the present war. I should be very glad if, at some future time, you would like to have information upon this question, to supply it.

*By the Chairman:*

Q. Was it not the practice to send a Government commissioner to Canada in connection with commutations?—A. No, that is another matter and had to do with the payment of Imperial pensions in Canada. I am referring to a lump sum given to a man in certain circumstances. He might wish to buy a business or emigrate. I have the figures at which these pensions can be commuted.

*By Mr. Nickle:*

Q. They are based on the expectancy of life?—A. Yes. Some of the English insurance companies offered to do this: they would give a man a lump sum for his pension, but would restore that pension at the age of 65. If he died before reaching the age of 65, they gave his estate a hundred pounds, or something like that. The whole thing can easily be worked, and I would very much like this Committee to recommend that power be given to commute pensions in certain cases.

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Mr. MACDONALD: It should be exercised with the greatest possible care. You may find a pensioner who may be very optimistic, but who may eventually come back on the State before he dies.

The CHAIRMAN: Then there might be a case where a man got his pension and blew it in.

Hon. Mr. OLIVER: I am strongly against any commutation of pensions.

The WITNESS: I should like to see the Pensions Board given power to do it, as they do in England.

*By Mr. Nickle:*

Q. The point has been raised by the Soldiers' Aid Commission in Ontario that some provision be made by this committee to prevent the possibility of the Pensions' Claim agent arising. The proposal is that each Provincial Commission should appoint a legal representative to deal with the claims of the men who live within that province. The idea is to get away from the pension claims shark.—A. It would be very excellent if it can be carried out.

Hon. Mr. OLIVER: Nothing should intervene between the pensioner and the Crown. There should be a wide open board to take up these claims. It would be a pity if we cannot get people to occupy the position of dispensers of pensions who can be trusted.

Mr. NICKLE: In the United States there is a class of pensioner grown up, who agrees that if he gets a pension he shares part of it with the attorney. I think each province could appoint representatives to appear before the Pension Board so that the man would not be put to any legal trouble at all. Each province would assume the responsibility of seeing that a man's claim is properly presented.

Mr. MACDONALD: You would make the system too cumbersome. A man fresh from the war ought to have no difficulty in securing his pension, and there would be no reason why he could not employ his local lawyer. The Republican party in the United States was living on the Civil War, and they kept pumping and extending the pension system, and it was made a piece of political jugglery.

The CHAIRMAN: Colonel Dunbar, have you up to the present time had lawyers come and present claims to you?

Colonel DUNBAR: To my mind, that is quite unnecessary. As soon as we receive a notification of the death, and that notification has been sent to the widow and acknowledged, I write the widow and send her the necessary forms, and tell her what to do and send in the application.

Mr. NICKLE: That is hardly correct. I think I could name a case where there has been delay, which has been hanging for six months.

Colonel DUNBAR: That is in the case of a man reported missing.

Mr. NICKLE: No, a man who is dead, his death being due to an injection of toxin which caused Bright's disease.

The CHAIRMAN: Up to the present time, you have had no lawyers coming before you?

Colonel DUNBAR: No, sir.

Mr. NICKLE: This claim I speak of was filed by a lawyer.

Mr. MACDONALD: Naturally, the widow would go to a lawyer in the place where she lives to see that the papers were made out properly.

The CHAIRMAN: Please go on, Mr. Scammell.

The WITNESS: I wanted to refer to the question of workmen's compensation. I have a letter here from Dr. Hutchison, of Montreal, the medical officer of the Grand Trunk Railway, dealing with this question. He writes Mr. Smeaton White, of Montreal, and says (reads):—

[Mr. Scammell.]



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"Referring to our recent conversation in reference to returning invalid soldiers, I promised to write pointing out that in my opinion it seemed desirable that some alterations should be made in the existing Provincial Workmen's Compensation Acts. By referring to these Acts you will see that while previous to their coming into effect, an employing company was at liberty to engage the services of an employee who might be suffering from some physical disability or defect, but still able to do some special class of work, in which case a release was drawn up protecting the physical defect, and the man was thus enabled to get work. Since the Acts came into effect most of them have a rider making it illegal to make any restrictions, sign releases, or in any way involve the man and the only logical conclusion for an employing company is to have all its men physically examined and refuse to give employment to any who have any defect whatever which would in any way endanger the company's interests and every carefully managed company would refuse to take on men who failed to pass this examination."

and then he gives an example. I do not think I need read the whole letter.

*By the Chairman:*

Q. Read the example?—A. (Reads):—

"Assuming that a soldier who has lost one eye but is perfectly capable of continuing his former occupation with the other eye is given employment and later suffers the loss of his other eye, the employing company would be open to the charge that as this man is now completely blind he has suffered 100 per cent in incapacity as a result of his latest accident.

"Many other less striking examples could be mentioned. It has occurred to me that if the law was so altered as to hold the employing company jointly responsible and that any pension a man might be getting from the Government as a result of his military work, were taken into account and the employing company were charged with a proportion of the damage, it might be made easier to give these men employment. I have before me at the present time a letter from a wife stating that owing to her husband being unable to pass a physical examination, he has failed on this account alone from getting employment in a number of places, although the defect which he is suffering from he has had since he was a child, and he has been able to maintain himself and his family until the present year through lack of work he has been thrown out of his former place of employment. I might mention this is in the United States where the Workmen's Compensation Acts are rigorously lived up to and the workmen who have agitated for these laws have lost sight of the fact that a large number of the working population have defects. This number is much larger than the average man believes and you can very easily appreciate the point by learning of the number of apparently healthy workmen who have failed to pass the military examinations on enlisting."

*By Mr. Nickle:*

Q. He means "medical examination?"—A. He says "military." I think he means "medical."

"When the Workmen's Compensation Act became well established in England some years ago, it was said that as much as 25 per cent of the employees in the country failed to pass the medical examination and that thousands of men were dropped out of their regular places of employment either through advancing age or physical defects."

Now, I think, sir, that is a matter you ought to take into consideration as it has a very direct bearing upon the amount of a man's pension if he is to be penalized in the labour market.

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*By Mr. Scott:*

Q. Are there many provinces that have those restrictions?—A. I believe three provinces, Quebec, Ontario, and Nova Scotia.

Mr. SCOTT: In the province of Ontario it would not operate within the Workmen's Compensation Board.

Mr. NICKLE: That is going to be one of the most difficult problems to solve in the province of Ontario.

Mr. MACDONALD: The Compensation Board only fix the damages, and collect the money and so on.

Mr. NICKLE: The classes of employment in Ontario fall into groups, and the employment is in accordance with the danger of the group. Certain employers are objecting to employing disabled men as they think it is raising the tax on their group.

Mr. SCOTT: The way the Act is now, if a man lost his remaining eye and was completely blind the whole cost of that compensation would be charged up to that particular group.

Mr. NICKLE: Many of these men go back into certain groups, which is going to make it a more expensive risk of employment than if they did not take the man in. That is one of the difficulties that will have to be faced.

Mr. GREEN: An exception may be made in some way or the other.

Mr. NICKLE: We will have to get the Chairman of the Employment Commission here.

Mr. MACDONALD: If the attention of the various provincial committees were called to that fact, they might make some amendment to the Act.

The CHAIRMAN: Mr. Nickle suggests you might get some provincial representative here, and I would suggest that he let us have the name of the proper party to summon.

Mr. NICKLE: I shall try to do so.

Mr. MACDONALD: If it were brought to the attention of the Provincial Commissions by Mr. Scammell, as most of these Legislatures are sitting at present, they might do something.

The CHAIRMAN: The Legislatures of Ontario and Nova Scotia are in session now. Will you communicate with them, Mr. Scammell?

The WITNESS: I will, sir. The next point I have is that there should be a definite ruling made by the new Pensions Board that men should be regarded as fit unless it can be shown that when they enlisted they kept back something. If a man has been passed as physically fit on enlistment—

*By Mr. Macdonald:*

Q. He is presumed to have been fit.—A. In this connection I should like to quote a remark of Lord Lansdowne's. He said (reads):—

"If we have to deal with the case of a man, who on discharge is unable to support himself, and who but for hardships or injuries received during the war would have been able to support himself, I think that man is clearly entitled to claim that proper provision be made for him. It seems quite impossible that the State should repudiate liability merely because researches into the history of the man disclosed the fact he had in him the seeds of disease."

I am quite aware that the Pensions Board has most liberally interpreted that condition here in Canada.

Q. What is the provision now about it?—A. I do not know whether there is any special ruling on it.

Q. It should be in the Order in Council.—A. If a man has suffered from a disability, even though it may have been occasioned or commenced before he enlisted, his case is most liberally dealt with.

Mr. MACDONALD: They would have to act in accordance with their statute.

[Mr. Scammell.]

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*By Hon. Mr. Oliver:*

Q. What do you mean by "liberally?" He has committed no offence.—A. If there is any possible doubt about it.

Q. About what?—A. About the origin of his disease or disablement.

Q. If there is any doubt?—A. He is given the benefit of the doubt.

Q. Why is there any doubt? (No answer.)

The CHAIRMAN: A case like this might occur. A man might be classed as physically fit, and a few months afterwards that man might develop tuberculosis. It might be that the seeds of tuberculosis were present at the time he was pronounced medically fit. In that case you give him the benefit of the doubt.

Hon. Mr. OLIVER: If that were ruled against, a man would have no protection whatever. If he falls out because of disease, he is simply at the mercy of the physicians.

The CHAIRMAN: There are many cases where men actually deceive the medical examiner. In many cases they do not answer the questions put correctly.

Mr. NICKLE: Here is a case in point: They do not make any examination, I believe, as to the impairment of the kidneys, that is by an examination of the urine. The man I speak of died, and it was asserted that he died from the excitement that resulted from the toxin administered to prevent typhoid. It was contended that the disease was incipient, and therefore that his claim was not entitled to any recognition. In this case there was a widow and three children, and nothing has been done for them.

Hon. Mr. OLIVER: When a man is accepted after a medical examination for the front he should not be held responsible or suffer because of any error on the part of examiners.

The CHAIRMAN: Unless he has made false statements.

Mr. GREEN: The fact that he has passed should be sufficient.

The CHAIRMAN: That should be *prima facie* evidence.

Mr. NICKLE: He has passed as physically fit for military duty, but he may not be fit in the sense that life insurance companies use that term. That is an anomaly.

Hon. Mr. OLIVER: I claim there should be no scrutiny whatever except as to the honesty of the representations made. I know a good deal about recruiting, and I know that men anxious to recruit a regiment have taken on everything simply for the purpose of getting up a regiment quickly. Then, having completed their regiments, they would simply throw men out. That is an outrageous procedure and should not be permitted; and if the Government wants to do business that way they should be responsible for it.

Mr. MACDONALD: Of course, there is the question about deception. I have an enthusiastic boy of seventeen years from my own county in mind. I saw him here the other day and asked him: "How did you get up here? You are too young." He replied: "Yes, but they do not know anything about that." This young man is crazy to go. Of course, there is a direct misrepresentation. But that should not militate against that boy.

Hon. Mr. OLIVER: That was a misrepresentation on his part, and he would be responsible for that. But where a man is suffering from some incipient disease which he knows nothing about, that man is not treated in good faith.

Mr. MACDONALD: I cannot find anything in these regulations dealing with such a case at all. The amount of pension is fixed without anything else.

Hon. Mr. OLIVER: The practice is entirely outside of the law.

Mr. MACDONALD: They are granted under the terms of this Order in Council?

Colonel DUNBAR: Yes, sir.



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Mr. MACDONALD: Where do you get authority to go into questions as to whether or not a man's disability is due to some inherent defect?

Colonel BELTON: It may be inherent, and aggravated by his service.

Mr. MACDONALD: Where did you get the authority to deal with that case?

Colonel BELTON: From the first paragraph, disability on active service.

Mr. MACDONALD: The question is whether he is disabled on active service?

Colonel BELTON: Yes, and to what extent was it aggravated. That is established by the Medical Board.

Mr. MACDONALD: Then the Medical Board has the say?

Colonel BELTON: Yes.

Mr. MACDONALD: What do you say about the proposition that your regularly constituted medical authority has passed that man as being medically fit?

Colonel BELTON: I think the country will have to take the responsibility. The responsibility rests with the country then, if it has finally passed a man who is unfit. Some of them are not fit because there are latent defects that cannot be detected. In some cases they are taken on by misrepresentation.

Hon. Mr. OLIVER: Is there any written statement made for record in regard to his physical condition when a man is being examined when enlisting? Is there any record of what representations he made regarding his health?

Colonel BELTON: No.

Hon. Mr. OLIVER: Then he has no defence at all?

Mr. MACDONALD: You cannot prove any misrepresentation then.

Colonel BELTON: Unless it is such a disease as must have existed.

Mr. MACDONALD: Then your doctor should have discovered it.

Hon. Mr. OLIVER: That is absolutely the wrong way.

Mr. MACDONALD: There cannot be any misrepresentation because there is no record of what a man says. You cannot expect a doctor who examines a lot of recruits to remember every individual case.

The CHAIRMAN: You could never prove anything.

Hon. Mr. OLIVER: Men are then absolutely denied their pensions without any fault of their own, because of a disease that might possibly have existed in their system before they enlisted.

The CHAIRMAN: I think some one said that no examination was made of the kidneys of these men.

Mr. NICKLE: I said that.

The CHAIRMAN: There should be some examination.

Mr. NICKLE: There is no testing of the urine.

The CHAIRMAN: Not even to see if the man has diabetes?

Colonel BELTON: Such examination would take a tremendous amount of time, it would not work.

The CHAIRMAN: Do you say, colonel, that it takes a tremendous time? For an examination of that sort it takes a very short time.

Mr. NICKLE: It does not take three minutes.

Colonel BELTON: If you simply test for the presence of albumin it does not take much time. But, in practice, if the examiner had to wait for the man to urinate, and provide the necessary vessels, it would take a long time.

Mr. MACDONALD: Would you bring to the committee a copy of the instructions issued to medical officers, so that we may see what instructions are given them?

[Mr. Scammell.]

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Colonel BELTON: All right, sir.

The CHAIRMAN: Please go on, Mr. Scammell.

The WITNESS: In the appointment of this Commission, a good deal of circumlocution which, according to the present Act is necessary, should be cut out.

*By Mr. Macdonald:*

Q. You are suggesting the appointment of a permanent board?—A. Yes, on the lines of the Railway Commission.

Q. Then you say circumlocution could be cut out?—A. Yes. For instance, at present the Pensions and Claims Board reports on matters to the Minister of Militia, who refers them to the Governor in Council, then they go before the Treasury Board, and, when approved go back to the Minister of Militia. This means an unnecessary delay. For instance, since I was here yesterday, I had a letter regarding a man whose pension was recommended by the Pensions and Claims Board on December 5. Up to yesterday, that pension had not gone through. There are a number of such cases. There need be no such delay.

*By the Chairman:*

Q. Has this man been getting his pay up to the present time?—A. No, sir. His pay stopped on the 31st of December.

Q. His pension will date back?—A. Yes, but in the meantime there is hardship, this particular man is living on charity.

Q. Is there any special circumstance that caused delay in that case?—A. I cannot tell you. I examined his file, and find that his recommendation had gone forward in the proper way, but had not been approved yet by the Treasury Board.

*By Hon. Mr. Oliver:*

Q. I was given to understand that the pay went on until the pension was awarded. That difficulty is got over by cutting off the pay and dating the pension back?—A. That is the way it is done.

The CHAIRMAN: He gets his pay to a certain date, and from that date his pension comes into force. But there seems to have been a delay. This man certainly should get something.

The WITNESS: I may say that I put a number of cases of this nature before Colonel Dunbar.

The CHAIRMAN: Colonel Dunbar, what is the delay in that matter? Is it at the Treasury Board?

Colonel DUNBAR: Either in the Minister's office or the Treasury Board, I would not say which. It was not in ours. I would like to say that quite recently Colonel Conger, who is Officer Paying Pensions, has been authorized to pay the first month's pension as soon as the Minister has approved of the Pension Board's recommendation.

The CHAIRMAN: Even before the Treasury Board does?

Colonel DUNBAR: Yes, and up to, but not exceeding, three months.

Mr. MACDONALD: *Prima facie*, once the identity of the man is established his pension ought to begin.

Colonel CONGER: There are several cases probably where a man's recommendation has not come before the Pensions Board, and it is found that his pension has to be ante-dated. One or two cases I have under consideration at the present time run back about eight months. Instead of getting three months' pension on the recommendation of the Minister, I have given eight months. We make three payments, at the present time, before waiting for the going through of the Order in Council.

Mr. MACDONALD: Is an Order in Council required for each individual case?

Colonel CONGER: An Order in Council has been going through for each case until

lately. But in the case of disabled soldiers we have been putting a good many names of the same class in the same Order in Council.

The CHAIRMAN: Please go on, Mr. Scammell.

The WITNESS: I want to suggest that this clause of the Australian Act shall also apply to Canada. The Australian Act reads:—

"The provisions of this Act shall extend to the case of any soldier of the Imperial Reserve Forces called up for active service who at the commencement of the present state of war was *bona fide* resident in Australia, as if that soldier were a member of the forces as defined in this Act;

"Provided that where the soldier or his dependents is or are entitled to any pension or compensation under any Imperial Act the rate or amount of that pension or compensation shall be taken into account in assessing the rate of pension payable under this Act:

"Provided further that a pension shall not be payable under this section to any person who is not *bona fide* resident in Australia."

*By the Chairman:*

Q. Do you mean by that if a man was in Canada at the outbreak of the war, and enlisted in a British regiment outside of Canada, he should get a pension?—A. Yes, if he was a British reservist not entitled to enlist in a Canadian regiment, who had to return to a British regiment. The rate of pensions for the British regiments is much smaller than our rate of pensions.

Mr. NICKLE: Does he not get paid as a British reservist?

The CHAIRMAN: Yes, and here is a case that is somewhat analogous. There are numbers of Canadians who enlisted in Canadian regiments. After getting to Great Britain, for some reason or other, they asked for their discharge, and enlisted in a British regiment, went to the front with that regiment, and were injured. Then they come back and ask for the Canadian rate of pay, although they left the Canadian for the British service for reasons of their own.

Mr. MACDONELL: That was done in some cases to get more quickly to the front. They are serving the same King, and the same cause, and they should be treated on an equal footing.

Hon. Mr. OLIVER: If the Australian practice is followed these men enlisted as Canadian soldiers, they were Canadians, and they are entitled to Canadian consideration.

The CHAIRMAN: They left the Canadian forces.

Hon. Mr. OLIVER: But they enlisted as Canadians.

The CHAIRMAN: They left the Canadian service.

Mr. MACDONELL: It is all one service.

Mr. SCOTT: There will be the same justice in asking the British Government to make the same provision for a Canadian enlisted in the British force.

The CHAIRMAN: You may be sure they would not do that.

Mr. MACDONALD: The duty rests upon us to look after the men in our Canadian forces.

The CHAIRMAN: They absolutely leave our control when they go into the British army.

Mr. MACDONELL: We are only supplementing the Imperial pension. Surely they are fighting in the same cause.

The CHAIRMAN: We have a lot of young men who have commissions. Some of them have been taken from the ranks, and given commissions in the British army, and in that way they have improved their position. If they did not stay in our service, why should they not be paid by the service in which they go into?

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Mr. MACDONELL: They enlisted with us.

The CHAIRMAN: But they left us.

Mr. MACDONALD: We cannot take the whole British army on our shoulders here.

The CHAIRMAN: In any event this is a question that can be taken up later.

The WITNESS: We are also finding employment for British soldiers just the same as for our own men.

The CHAIRMAN: Have you anything further to bring before us??

The WITNESS: I have a report here received by the Prime Minister some time ago from Dr. Adami on the Civil War pensions in the United States. I rang up Mr. Blount, the Prime Minister's secretary, this morning to know whether I might present this memo. to the committee. He said he saw no reason why I should not.

COLONEL BELTON: It is already in the blue book. (See p. 69, Sess. Papers 185.)

The CHAIRMAN: Is there anything further?

The WITNESS: Yes, sir. I have to read this resolution as passed by the National Council of Women, which has just come this morning through Mrs. Adam Shortt:—

*“Resolved: That the National Council of Women approach the Government and ask that when the Bill is drafted dealing with the pensions for the widows and dependents of our soldiers there shall be some guarantee given that no woman shall lose her pension except after due warning that she runs a risk of forfeiting it; followed by a conviction for some serious offence.*

*“Further, where there are dependent children, even where a woman forfeits her pension, it shall remain in trust for the benefit of the children; and also that where the crime has been proved to be the result of feeble-mindedness the pension of the widow—even a childless one— shall be held in trust for her.”*

The CHAIRMAN: We will have that printed in the report.

Witness retired.

Col. J. S. DUNBAR called and examined.

*By the Chairman:*

Q. Colonel Dunbar, you are the Chairman of the Pensions Board?—A. I am, sir.

Q. And you are an official of the Militia Department?—A. I am, sir.

Q. And Assistant Adjutant-General —A. Yes, sir.

Q. Colonel Dunbar, Mr. Darling yesterday expressed his feeling in favour of abolishing the various degrees of pensions. Now, the first degree has reference to a pension to those who are rendered totally incapable of earning a livelihood as the result of wounds or injuries received or illness contracted in action, or in the presence of the enemy. The second degree applies to those rendered totally incapable of earning a living as a result of injuries or illness contracted on active service, during drill or training, or on other duty. Mr. Darling suggested that if a man was totally disabled in a camp or anywhere else, as well as on the field of battle, he was just as much entitled to his pension. Have you any views to express with regard to the necessity of maintaining these degrees?—A. The question is almost twofold. As to the abolition of the degrees, I think they should not only be retained but perhaps increased, as, for example, between the second and the first degree. A case in point would be a man reported by the Medical Board as having a three-quarters disability who would only be provided for by the 2nd degree pension.

Q. Why do you draw a distinction between those wounded in the face of the enemy and those wounded in camp?—A. My own personal opinion is that that should be done

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away with, although I believe it is still in force in England. It is not the man's fault if the 30th Battalion to which he belongs is still kept at Salisbury Plain, instead of his having been taken over to France.

Q. Supposing in the course of his drill or training he is injured by being struck by a motor car?—A. He should get the same amount of pension.

Q. There is a distinction in the English list. Does it exist in the Australian?—A. I am not aware of it.

Q. You are opposed to that distinction between the first and second degree?—A. No, I think there should be first and second degrees, but not the wording "in the presence of the enemy."

Mr. MACDONELL: The distinction between the first and second degrees exists nowhere except in England.

*By the Chairman:*

Q. Is it the view of the Militia Department, or is it your view anyway, as you cannot speak for the department, that there should be no distinction in the case of the man disabled in battle and the case of the man disabled on military service no matter where received after enlistment?—A. That is my own opinion.

Q. There is another question I want to ask you. It has been urged that there should be no distinction in the amount of pension paid to the unmarried and the married soldier in cases of total disability. What is your view in regard to that?—A. I think that the married man should get some allowance for his wife and children.

Q. Leaving the children out of consideration for the present, you think there should be some allowance for a wife?—A. A man totally incapacitated—omit the wife if you like—treat the married man and the unmarried man in the same way as regards the amount that will be given both of them for the services of an attendant, so that if the married man's wife dies he can still have the same amount to hire attendance.

Q. A single man totally disabled should be allowed something for an attendant?—A. Yes.

Q. If a man is married, you think his wife should be allowed something during his lifetime?—A. Allowed the same amount as the single man.

*By Mr. Green:*

Q. You would put them on the same basis?—A. You would naturally have to increase the \$7.33 a month.

*By Mr. Macdonell:*

Q. You would treat the married and single man alike.—A. Yes, provided you allow them something for the services of an attendant.

*By Mr. Macdonald:*

Q. You put them substantially on the same footing?—A. Provided that allowance is included.

Q. The only difference you draw between a single man and a married man is that the married man has the attendant because he has a wife, but he gets the extra pension. As a matter of fact, the married man always has the attendant when he has a wife.

Mr. GREEN: They would not allow a married man with a wife an attendant as well.

Mr. MACDONALD: The regulations do allow such.

*By Mr. Macdonald:*

Q. Under the rules, you can allow a married man who draws a pension for himself and wife, an allowance for attendance?—A. Yes.

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Q. He can get an allowance for an attendant besides?—A. Yes.

Mr. MACDONALD: You cut out the wife. There should be an attendant in both cases, is that it?

Mr. MACDONELL: The married man who has a wife is not entitled to an attendant as well.

Mr. SCOTT: He is not according to the regulations.

Mr. MACDONALD: Certainly he is.

Mr. SCOTT: The man under total disability is allowed so much for an attendant.

Mr. MACDONALD: And the married man gets the attendant and the wife as well.

Hon. Mr. OLIVER: There is not a distinction made.

*By Mr. Nickle:*

Q. What do you mean by total disability, a man being incapable of looking after himself?—A. Practically.

Q. Does total disablement mean inability to earn a living and inability to look after himself, or both?—A. Both.

Hon. Mr. OLIVER: There should be a clause if a man was disabled but requires an attendant; and another clause for the man who is totally disabled from earning a living. There are two forms of disablement; they should have a different construction.

Mr. MACDONALD: Here is the regulation about the attendant, on p. 63. (reads):—

“Where the injury is great enough to require the constant services of an attendant, such as the loss of both legs or both arms, or the loss of sight of both eyes, or where the use of both legs or both arms has been permanently lost, the rates shown in columns, first degree and second degree, may be increased one-third.”

That is entirely apart from the question whether they are married or not. What you say about that, Colonel, where the man requires an attendant then the wife ought not to draw a pension, too?

The WITNESS: No.

The CHAIRMAN: The theory is that the wife will act as an attendant.

Mr. MACDONALD: As a matter of fact, she will.

*By Mr. Green:*

Q. I understood, Colonel, you thought the married man should have an allowance for the wife, and that the disabled unmarried man who requires attendance should be given an attendance allowance on a parity with that of the married man. You did not say a few minutes ago that the wife should not have any pension. Do you mean to say now your opinion is that the married man should have no allowance for the wife outside of the attendance?—A. I would say this, if the allowance given for the attendance were sufficiently large.

Q. There seems to be an allowance for attendance. What I want to know is whether you want to differentiate between the married and single man or would you put them both on the same basis? Would you allow the married man anything for his wife whether or not he needed attendance?—A. I do not think I would provide an allowance equalling \$11 a month, but give both men the same adequate amount for the services of an attendant.

Q. You would put them both on the same basis?—A. Yes, considering more the service of the attendant than the wife.

*By Mr. Macdonell:*

Q. You would wipe out the distinction between the married and single man?—A. Yes.

Q. I understood the married man has a larger pension than the single man?—A. He draws \$11 a month for his wife.



Q. The wife draws an allowance for herself?—A. The man draws his pension plus \$11 a month for his wife.

The CHAIRMAN: He draws the same pension as a single man, but in addition the married man's wife draws \$11 a month.

*By Mr. Green:*

Q. You thought the \$11 a month should be cut off, but added to the single man's allowance as well?—A. I would treat them both alike, giving each an adequate amount for the services of an attendant, should one be required.

Mr. NICKLE: That is not fair, because the single man has no responsibility except himself. The married man is entitled to something more than that.

Mr. MACDONELL: He has a home.

Mr. NICKLE: He cannot keep a home unless he has sufficient to run it.

*By the Chairman:*

Q. Your idea is, Colonel, in the case of the married man, that his wife would be the attendant?—A. That is my idea.

Mr. MACDONALD: If you give both classes \$50 a month, then you are satisfied they will not be in want.

Mr. NICKLE: He should get enough to keep his establishment up.

Mr. MACDONALD: Then it is a question of amount.

*By Mr. Macdonell:*

Q. Supposing a man single at the time of his injury, marries later on, does he get an additional pension?—A. No.

*By the Chairman:*

Q. Have you anything to suggest, Colonel Dunbar, yourself?—A. I would like to suggest, for Mr. Scammell's information, that cases such as he referred to in Manitoba would come under paragraph 597 on p. 64, which reads:—

"Individual cases for which the regulations do not provide or sufficiently provide, may be specially considered by the Governor in Council."

That would take in the case of the man of 78 years mentioned.

Q. In that case an application would have to be made to the Governor in Council?—A. Yes, for special consideration.

*By Mr. Nickle:*

Q. It is discretionary then?—A. Yes. What we require in such cases are affidavits or solemn declarations from responsible parties as to the circumstances of these old people.

*By the Chairman:*

Q. Has an application been made to your Board yet on their behalf?—A. I could not say, sir. When I heard from Mr. Scammell I wrote to them, sending the necessary forms, and telling them what procedure to take.

Q. You regarded Mr. Scammell's letter as an application?—A. Yes.

*By Mr. Nickle:*

Q. Does that regulation apply to the incapacitated father of an enlisted man?—A. Any case of dependent. We have several cases like that that we have written to on information secured from the Patriotic Fund officials and other similar organizations all over the country.

Q. As between the two systems of pensions—a certain allowance for a leg or an arm as on the other side—which do you think is the wiser?—A. I think the extract from Mr. Dobell's report, which Mr. Scammell read, covers the ground. I am almost

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inclined to favour the United States way of an annual fixed amount for the loss of a leg or an arm. Then you would have to provide otherwise for disabilities arising from disease and illness. If, on the other hand, the present arrangement is continued, I certainly do think that the rates should be increased.

*By the Chairman:*

Q. All of the rates? How about the rates for officers?—A. Yes. If the rates for officers are not increased they should certainly not be reduced as proposed in Mr. Darling's report, and especially the rates in the totally incapacitated class. It has always seemed to me that \$264 a year is too little. You engage a man at \$1.10 a day. If he is totally disabled while in your service surely you ought at least to give him that same rate of \$1.10 a day; but as it is now the rate is \$264 a year.

*By the Chairman:*

Q. You think there should be a difference between the officers' rate and that of the rank and file in the amount of pension paid, even under conditions in this country? Take this case: Two brothers enlist, one is a commissioned officer, and the other in the ranks. If the commissioned officer is injured, he would receive more pension than his brother who is a private?—A. I would treat them according to their rank.

Q. If they were both married, and they are brothers occupying the same social station in life, you say that the widow of the one who is an officer should get larger pension than the widow of the one who is a private, although they are both accustomed to the same scale of living?—A. From the military point of view, we consider them according to their rank, and not according to their former civilian position in life.

Q. I can understand in the regular army distinctions being drawn. But you don't think there is a marked difference in the case of a volunteer army such as we are sending over?—A. No, sir. All should be paid and widows pensioned according to the rank held by their deceased husbands.

*By Mr. Nickle:*

Q. Do you think the fellows who jumped in at the beginning should not get as large a pension as the men who later on went as officers?—A. I do not see how you can distinguish.

Q. Why not?

Mr. MACDONELL: I do not think you should make them equal.

The CHAIRMAN: In the regular forces I can see why there should be the distinction, but it is a little more difficult to justify the case of a volunteer army. Volunteers are generally better educated, and often come from better social conditions than men in the regular forces. I wanted to get the opinion of military men about it.

*By Mr. Macdonell:*

Q. I understand that you have a comparative statement or table?—A. I have not a more recent one than appears in the blue-book.

Mr. MACDONELL: You compare Canada's scale with Australia, New Zealand, Great Britain and the United States.

Mr. MACDONALD: Mr. Darling has prepared a memo. of the comparisons that Mr. Macdonell speaks about, from his viewpoint. It is very comprehensive, and is the most easily comprehended analysis I have seen.

The CHAIRMAN: We will have this statement of Mr. Darling's printed as an exhibit. (See Exhibit 1.)

*By Mr. Macdonell:*

Q. Colonel Dunbar, what are the dates of the adoption of the pensions in the other countries you compared Canada with?—A. I am sorry I cannot say, sir.

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Q. You cannot say whether they are old or modern pensions?—A. The scale was drawn up by Mr. Borden with a sub-committee of the Privy Council. If you ask Mr. Borden to attend, I am sure he will give you all the information.

Mr. MACDONELL: It is important to know if these are up-to-date, because conditions have changed so much.

Mr. MACDONALD: Yes, and the understanding of the situation.

*By the Chairman:*

Q. Is there anything further you want to say to us, Colonel?—A. I would like it made clear, perhaps, as to whether step-children, adopted children, and illegitimate children are to be considered as coming in under that clause regarding special consideration?

Mr. MACDONELL: That problem will come up of step-children and illegitimate children.

Mr. NICKLE: Any man or woman living together as man and wife, and having children, there should be no distinction made.

*By Mr. Nickle:*

Q. Had you anything to do with the establishing of the rate per month per child?—A. Mr. Borden asked me what my opinion was, and I said, treat them all alike, and not decrease the amount allowed after the first child. If a woman is the mother of four children, I would rather encourage large families and allow them \$5 a month for each child.

Q. How did you reach the conclusion that it was wise to stop the allowance at fifteen years of age?—A. I had nothing whatever to do with that.

Q. What is the idea of stopping at fifteen years?—A. My personal idea is that fifteen years is too young for a boy, and seventeen years too young for a girl.

Q. Who established that limit?

Mr. MACDONALD: Was it taken from other Acts?

The CHAIRMAN: In the English Act, the limit is two years younger.

The WITNESS: It used to be sixteen and eighteen.

Mr. NICKLE: Conditions in this country are different from those in England.

The CHAIRMAN: The theory would be that at fifteen a boy can earn his living.

Mr. NICKLE: This limit is going to deprive the children of this country of getting proper technical training. Do you see any objection to raising the age limit?

The WITNESS: I think the age is too young.

Colonel CONGER: Speaking of the rates for children, the present age limit for boys is fifteen, for girls seventeen. This was reduced from eighteen and sixteen, when the present pension changes were made to the Pay and Allowance Regulations. Yet under the Pensions Act of 1901, the ages are eighteen and twenty-one.

Mr. MACDONELL: They are getting it down, you say?

Mr. MACDONALD: What are the age limits in other countries?

Colonel CONGER: I could not say.

Mr. NICKLE: Experts tell me the effect is going to be that children will be driven out of school into industrial employment at a time when they should be in the schools taking advantage of technical education.

*By Mr. Macdonell:*

Q. Colonel Dunbar, do you express an opinion yourself as to the advisability of including step-children and the other classes you have mentioned in the pensions' benefit?—A. I think they should be included.

Mr. MACDONALD: Oh, yes. An adopted child is a child from a legal standpoint.

Mr. GREEN: It is a dependent.

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Mr. MACDONALD: The test ought to be dependency to cover all classes of children.

*By the Chairman:*

Q. Have you any further remarks, Colonel?—A. I would like to say something with reference to a remark one of the members of the committee made yesterday with reference to influence being brought to bear upon the Pensions' Board. I think it is only fair to say that the present board has not been influenced, nor has any one attempted in one way or another, directly or indirectly, to influence any one of us, and that even if they did attempt it they would not succeed. We are trying to carry out our administrative duties impartially and according to the rates as laid down; and that if in a case where it has been reported either by the man himself, or by the Patriotic Fund officials, etc., that he does not consider he is receiving sufficient, another Medical Board is immediately ordered and description given of his previous illness or disablement, etc., certain questions to be answered, and his signature to be obtained to guard against personation. On receipt of that second medical report, in consultation with the medical members of the Board, Lieut. Colonel Belton and Lieut. Colonel Panet, we decide whether he has got better or worse. If he is getting worse a recommendation immediately goes in for a higher rate.

*By the Chairman:*

Q. Do you think it will be possible to continue to administer these pensions through a Board which is practically a sub-committee of the Department of Militia, or do you think it is desirable to have a permanent Board appointed outside the officers of the department?—A. I think you will always require certain officers of the department to carry on the administrative part of the work as at present, and secondly, that it might be advantageous to carry out the suggestions of Mr. Hogg, C.R., as published in this blue-book. His suggestion would relieve not only the Deputy Minister and the Minister, but the members of the Treasury Board as well, of a lot of work.

*By Mr. Macdonell:*

Q. What was that suggestion?—A. A commission composed of three or five members to meet once a week or oftener to whom the recommendations of the Militia Pensions' Board would go direct, and that the Commission would deal with them and its decision be final.

The CHAIRMAN: For many years to come there is going to be a great deal of work in connection with these pensions.

Mr. MACDONALD: Too much certainly to be added to a Department of the Government which has plenty to do to begin with.

Mr. GREEN: I do not think, Mr. Chairman, there was any remark made about influence that was intended to reflect on the members of the Pensions' Board. It was made on the question of getting our recommendation to the House so clearly that the law would be fixed, and the pensions would be given as a matter of course.

The CHAIRMAN: There is no reflection at all on the present Board, and there was none intended. There is nothing to show us anything other than that the members of this Board have been most efficient.

*By Mr. Nickle:*

Q. What time elapses before a man's case is put through who is reported missing?—A. After a lapse of six months, certain forms will be made out, and he will be declared officially dead.

Q. How long will his pay go on after he is reported missing?—A. His widow would go on a pension from the date he is missing.

Q. But there is a hiatus. For how long does she get a separation allowance?—A. Three months' separation allowance, and assigned pay together, then separation

allowance for another three months. Recently we have been authorized in the case of missing men, instead of waiting until the man has been officially declared dead, at the end of the 6 months the man has been missing, the Officer Paying Pensions can start paying her pension from the first of the fourth month.

Q. What has been the practice in the past?—A. To give six months' separation allowance, and three months' assigned pay. There was a delay waiting for these forms to have a man declared officially dead.

Q. How do you propose to meet the difficulty?—A. By starting her on a pension the first of the fourth month. If a man turns up, the Department is protected, because if you pay her pension you would only pay the difference of pay.

Q. She can get pay for three months, and then the pension starts?—A. Yes, assigned pay for the first three months and then pension, provided the man has been reported missing six months.

Q. That is a new regulation?—A. Yes, a new instruction. We now do not have to wait for the production of the forms, the completion of which causes delay after the six months the man has been missing.

*By Mr. Macdonell:*

Q. Who makes these regulations?—A. They are made by Order in Council.

*By Mr. Nickle:*

Q. On whose recommendation?—A. That of the Accountant and Paymaster General, Mr. Borden. I have another interim report with me of the work of the Board up to the 21st March, 1916, supplementing that which appears in the blue-book and produce it as an exhibit. (See Exhibit 2, pages 72-73.)

Witness retired.

MR. MACDONALD: Mr. Darling desires to address the Committee further upon one or two points.

MR. DARLING recalled and further examined.

MR. DARLING: There are two points I want to get information upon. Mr. Emelius Jarvis, of Toronto, has taken a good deal of interest in naval matters, as you know. He requested me to ask when I came before the Committee, what was being done in regard to naval pensions. I told him that personally I was quite ignorant of the matter.

THE CHAIRMAN: The naval pensions are practically the same as the military pensions. They are administered in my Department through a Board consisting of the Director of Naval Service and the paymaster and some others.

MR. DARLING: Then any information he desires in that regard he can get from your Department?

THE CHAIRMAN: The officers of my Department will be happy to forward him full information.

MR. DARLING: The other point relates to the pensions payable to officers or men going on overseas service from the permanent force. A great many of the young fellows in the force are in their second year. They were asked to volunteer for overseas work and most of them did so. It does not follow that these young men, although they are officers in the permanent force, will go permanently into that body when they return from the war. What I want to know is, do young men in this position come under the Pension Act that we have been discussing for the last couple of days?

[Col. J. S. Dunbar.]

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The CHAIRMAN: Perhaps Colonel Dunbar can answer that question. Do officers of the permanent force come under the scale of pensions that we have been discussing?

Colonel DUNBAR: Yes.

The CHAIRMAN: Colonel Belton, we will be very glad to hear you if you have any thing to say to us.

Colonel BELTON: I thought I might give the Committee some information, if they would question me on the matter, as to our particular case and the interpretation we put on a number of these things. In the first place, the Act uses the expression "incapable of earning a livelihood." Now, what is a livelihood, in the opinion of this Committee? Is it what the man earned in his own particular occupation? We have to get some basis. The practice in the service has been to take the general labour market for unskilled labour as a basis. No matter what your occupation is, whether a lawyer, doctor, or whatever you may be, we size up your disability according to your ability to earn a livelihood in the unskilled labour market.

Mr. NICKLE: A lieutenant is twice as capable of earning a livelihood as a private.

Colonel BELTON: A disability might not affect the lawyer at all, for example. Now, if you figure the thing out, there is almost no other basis on which you can rest such payments at all. The man who lives by manual labour, of course, is handicapped. The educated man is in a better position, but we cannot do away with the handicap of the uninstructed and untrained man. So that usually the provision bears harder on the unskilled man.

*By Mr. Green:*

Q. In your opinion should we make a sliding scale and pay a little more?—A. No. Of course, it does not always work out that way, there are exceptions. A man formerly engaged in manual labour whose hearing has been materially affected might become a watchmaker, or a skilled worker to some extent, and get along just the same; but a barrister practising at the bar might have a great deal of difficulty in utilizing his earning power because of his hearing being affected. In the same way, a physician, with impaired hearing, could not use the stethoscope. At the same time I do not see any other basis upon which you can figure the matter out than the one I have described.

I disagree entirely with those gentlemen who advocate providing a certain pension for a certain disability such as the loss of a leg or an arm. That could be just as well arrived at by the system I am advocating, in fact it could be done much more efficiently. A man who has lost an arm does not suffer from that alone. Quite frequently he suffers from some other injury; not infrequently there is a diseased condition of the bone. In adopting the plan recommended by the gentlemen referred to, I see absolutely no advantage.

*By the Chairman:*

Q. Have you ever investigated the system followed in the United States?—A. No, sir. My impression of that plan is that it was simply a plan to push up the amount of pension. Mr. Seammell, in speaking about this matter said that a man who lost a leg was thrown off the pension list as soon as he got a good job and was making a good living. That is not the case at all. He has still the same disability, and in this connection I might quote two or three cases that happened to come along in the last day or two: One man, who was receiving a fourth degree pension, is re-examined, he has still the same disability, and it is recommended that the fourth degree pension should be continued for another term. He is a metal spinner by occupation, earning \$10 a week. The next man was in the second degree. His disability continues, and he is still in the second degree. But he is in the customs service and earning \$17.50 a week.



*By the Chairman:*

Q. Is he supposed to be totally disabled?—A. No. He is in the second class, "Materially disabled."

*By Mr. Nickle:*

Q. If he were in the class of totally disabled, he could do nothing?—A. No.

*By the Chairman:*

Q. How is he materially incapable of earning a livelihood if he is getting \$17.50 a week?—A. He is still materially incapable of earning a livelihood in the ordinary labour market, sir.

Q. No, he is not. The ordinary labouring man would not earn anything like that. This man is getting \$875 per year, which is far more than the ordinary labouring man would earn.—A. I am pointing out that if this customs clerk had to go out and make his living on the unskilled labour market, he is incapacitated to the extent of one-half. I know of no other way by which you can arrive at a proper basis.

*By Mr. Nickle:*

Q. I understand you to say that if a clerk enlisted and lost his leg on active service, he would get the same pension as a professional man who enlisted and suffered the same disability? Because the basis of compensation is the ability to earn a livelihood by manual labour?—A. Yes. If it were a professional man the system would be the same, because we cannot differentiate. We cannot take a man in the ranks who has been earning \$10,000 a year at his civil occupation and say he is one-half incapacitated on that basis. Therefore the basis we take is the ability to earn a living in the market for unskilled labour.

Q. It works terribly to the disadvantage of the mechanic and the labourer.—A. As I said at the beginning, it is a handicap to have no education, and I absolutely agree with all these plans to educate a man and give him skilled training. I think it is much more important than giving him a pension.

*By Mr. Scott:*

Q. Then the handicap lies in the lack of education?—A. That is the point.

Q. But the same handicap existed before those men went to the war?—A. Yes, they were handicapped before they went to the war.

*By Mr. Macdonell:*

Q. Your pension is based, if I understand the system, upon the earning capacity of men in the unskilled labour market?—A. Just so. If the man is unfitted in the opinion of the Medical Board to the extent of one half, then we give him what we call a materially incapacitated pension.

Q. That is one half of what the labourer would get in the unskilled labour market?—A. Yes.

The CHAIRMAN: The hour is a quarter to one. How would it suit the Committee to adjourn until Tuesday morning at half-past ten.

Committee adjourned.

## APPENDIX No. 4

(1)

## EXHIBIT No. 1.

*Submitted in connection with the Evidence of Mr. Frank Darling of Toronto.*

The amount of pensions as now shown in the existing Act is too low, especially as regards the man rendered totally incapable from illness contracted, or injuries received, while on service.

A totally incapacitated single man so injured that he is utterly incapable of earning a livelihood cannot possibly live on \$3.70 per week, which is the lowest for a man in the "second degree," nor on \$4.92 which is the highest. It is equally impossible on \$5.07, the lowest in the "first degree" or on \$6.77 which is the highest.

A married man equally wounded, with a wife and no children, is little, if at all, better off: \$6.20 per week, the lowest amount in the "second degree" or \$7.46 which is the highest: while the allowances even in the "first degree" do not much improve matters, the lowest being \$7.61, the highest \$9.31. There is, however, an allowance of \$5 per month for each child (roughly \$1.15 a week).

There is no use whatever in giving a totally incapacitated man a pension on which he is unable to live in ordinary decent comfort. Before enlisting it may be taken for granted that the vast majority were earning incomes sufficient to provide them with the ordinary necessities of life—why then should these same men returning to their homes, unable to pursue their former occupations owing to the injuries received while in the service of their country, be given incomes far less than they previously earned. It can be said without much fear of contradiction that the ordinary working man in this country should earn on the average \$12.50 a week—the unskilled day labourer somewhat less, the skilled mechanic a great deal more. On this amount a man and his wife can have a house of their own and can live fairly comfortably, though certainly not extravagantly.

In civil life no difference is made between the wages paid to single and married men; they get the same amount of money for the same work. Why therefore should there be any difference made in the amount of their pension? A totally incapacitated man who has a wife would receive from her the care and attention for which an unmarried man would have to pay and which it would be impossible for him to get for the small amount of money he would be able to spare out of his \$12.50. On anything less indeed than this amount it is difficult to see what the single man could do if he were without arms or legs, hopelessly crippled or paralysed. It would be impossible for him to get a boarding house keeper to lodge and feed him and give him the constant attendance which would be necessary for a man in his condition. Practically every boarding house to which he might apply would report they were full and had no room for him.

If, however, he were given the same income as the married man he might marry and set up a home of his own and be a better man and better citizen in consequence. When he died, of course, his widow would not be entitled to a pension nor would any children that happened to be born of the marriage. To reduce this \$12.50 in the smallest degree would practically condemn him to celibacy and a cheap boarding house for the rest of his natural life.

The pension which the country will provide for soldiers returning home wounded in the service of the Empire must be paid them not as a charity but as a debt honourably and heroically earned. The measure of its discharge therefore should be, not the least we can do, but the most we can afford.

It is somewhat difficult to understand the constant reference to, and comparison with, the pension allowance made by other countries, it sounds as though it was some defence, to urge that if our rates are low, theirs are lower. What has that to do with the case? The men whom our pension fund will succor have lived, and will live in Canada, not in New Zealand, Australia or England. Surely we are capable of settling for ourselves without reference to other countries what amount of money is

required to enable a man (unable to earn anything towards his own support) to live decently and in fair comfort without appealing to charity, which he would certainly have to do if he attempted to exist on the pension offered him by the present scale.

If \$12.50 a week (\$54 a month) was definitely settled as the standard of the earning power of the private soldier, the amount to be given to the higher ranks, and for injuries less than total disablement would be a simple matter of adjustment. As the rank rose the pension would increase, the upward curve of the increase from private soldier to Colonel rising steeply or kept flat as the Government might decide it was able to pay. For all injuries less than total disablement the amount of the pension would decrease in proportion.

It on a man's discharge from the army it was found that his earning power was unimpaired he would receive no pension at all; if on the contrary it was entirely destroyed he would get the whole amount. Between these two conditions the amount of pension to be paid would be based upon how much a man's earning power was reduced owing to his injuries. If, for instance, it had decreased 50 per cent he would get 50 per cent of the standard, if 75 per cent he would get 75 per cent of the standard, and so on in any ratio, each case being taken by itself and on its own merits. Such a system would tend to simplify the matter of review which is extremely important and must not be lost sight of under any circumstances.

In many cases, more especially those arising from operations after physical injuries, a man's earning power probably would at first seriously decrease, but if as time went on it showed a marked improvement his pension allowance might be proportionately decreased; the standard of his earning power being entirely restored his pension could cease altogether. In other cases it would be the reverse, more particularly in medical cases where invalidism is apt to ensue. At first the man's earning power would probably not be seriously interfered with, but as time went on would lessen more and more, and his pension consequently increase from year to year until he reached the totally incapacitated stage and be entitled to the full amount.

It is, however, a moot point whether it is wise to discontinue a pension once it is granted, for when a man discovers that the more efficient workman he becomes, the greater becomes the danger of having his pension reduced or of losing it altogether, **he is very apt to slacken his efforts towards self-support.**

The question, however, of increasing the amount of pensions to men whose health degenerates steadily from year to year will always demand careful consideration.

It cannot be insisted upon too strongly that putting returned wounded men into such condition that they can earn a satisfactory living for themselves is of far greater importance than paying them money. Nothing is worse for a man than giving him a pension. He tries in time to live upon it, looking upon it as an income rather than merely as an assistance to make up for the inefficiency in his earning power, caused by his injuries. The less a man depends upon monetary assistance from any source and the more he is forced to rely upon his own efforts, the better man and better citizen he becomes. There are institutions and appliances in many of the larger cities of Canada by which men, debarred from pursuing their original occupations, can be taught an entirely new trade by which, when they become proficient, they can earn as much as they formerly did by their old ones. Every possible advantage should be taken of these institutions. The man, however, must be taught a real trade and taught it thoroughly, not merely a smattering of one. While he is being so taught he should be in uniform, kept upon the strength, and subject to military discipline, his wife and family meanwhile being supported by the Government in the same way as they were while he was on active service. If while being taught he is lazy, shiftless, of bad habits, making no real effort to benefit by the opportunities placed at his disposal, he could be reported to the military authorities to be dealt with by them as they thought fit.

[Mr. Darling.]



## APPENDIX No. 4

The initial cost would probably in the individual case be greater, but there should be eventually a considerable saving, while the results both to the man himself and to the country would be of incalculable value. Instead of a disappointed man loafing about disgruntled, dissatisfied and eking out a miserable existence on a very insufficient income, gradually becoming an incapable and dragging his family down with him, a nuisance to himself and a burden to the community, there would be found a man conscious of his ability to earn his own living, independent of all assistance, monetary or otherwise, retaining his self respect, and a contented citizen satisfied in the belief that he has done his duty by his country and that his country has done the same by him.

FRANK DARLING.

TORONTO, 2 Leader Lane.

March 17, 1916.

## PENSION SCALES for Men Totally Incapacitated and unable to earn a livelihood.

Suggested New Scale.	\$ 1.77	\$ 12.46	\$ 54.00	\$ 648.00	No difference—Single or Married.
	Day.	Week.	Month.	Year.	
<i>American</i> .....	\$ 3.28	\$ 23.04	\$ 100.00	\$1,200.00	
<i>English, single</i> .....	.87	6.15	26.65	319.90	
<i>Australian, married</i> .....	.69	4.86	21.08	253.00	
	1.04	7.29	31.62	379.44	
<i>Canadian, single men</i> .....	II Degree. { .52	3.70	16.00	192.00	\$5.33 per month for special attendant.
	.70	4.92	21.33	256.00	
	I Degree. { .72	5.07	22.00	264.00	\$7.33 per month for special attendant.
	.96	6.77	29.33	352.00	
<i>Canadian, married men, no children</i> .....	II Degree. { .88	6.20	27.00	324.00	\$5.33 per month for special attendant.
	1.06	7.46	32.33	388.00	
	I Degree. { 1.08	7.61	33.00	396.00	\$7.33 per month for special attendant.
	1.32	9.31	40.33	484.00	

\$5 per month is allowed for each child—(\$1.15 per week.

Canadian Allowance.	Day.	Week.	Month.	Year.	
For single man in <i>Training</i> ..	\$ 1.70	\$ 11.93	\$ 51.70	\$ 620.00	With all clothing found.
Single man at the <i>Front</i> .....	1.10	7.72	33.45	401.40	With <i>everything</i> found for him.
Married man <i>Training</i> , living at home .....	1.95	13.68	59.29	711.75	With all clothing found.
Married man <i>Training</i> , not living at home .....	2.35	16.49	71.46	857.75	With all clothing found.
Married man at the <i>Front</i> gets in cash .....	.60	4.25	18.45	221.40	With everything found.
Deducted from man's pay .....	.49	3.46	15.00	180.00	
Separate allowance .....	.65	4.61	20.00	240.00	
Grant from Patriotic Fund ..	.16	1.15	5.00	60.00	
Total for wife .....	1.30	9.23	40.00	480.00	For her own exclusive use.
Add husband's .....	.60	4.25	18.45	221.40	For his use as pocket money.
Total for both in cash ..	1.92	13.48	58.45	701.40	All food, clothing and other expenses being found for the man while away on active service.

(2)

## EXHIBIT No. 2.

*Submitted in connection with the Evidence of Colonel J. S. Dunbar of the Pensions and Claims Board of the Department of Militia and Defence.*

OF THE PENSIONS AND CLAIMS BOARD WITH STATISTICAL STATEMENTS, TO THE 21ST MARCH, 1916.

The statistics contained in and attached to the Interim Report of the Pensions and Claims Board, dated the 1st March, 1916, were compiled up to and including the 29th February, 1916. The following particulars and the statements annexed hereto furnish statistical information in connection with the work of the board up to the 21st March, 1916.

2. Number of recommendations for pension in connection with the European War submitted for the favourable consideration of the Honourable the Minister of Militia and Defence and transmission by him to the Treasury Board, 2121.

3. Amount of pensions in connection with the European War authorized by His Royal Highness the Governor General in Council to be paid for one year:—

Widows, widowed mothers, and other dependents.. .:	.. .	\$296,859 00
Officers, Warrant officers, N.C.O.'s and men.. . . .	.. .	170,115 00
Grand total.. . . .	.. .	<u>\$466,974 00</u>

4. Actual number of pensioners in receipt of pension to date:—

Pensioners, 1866.. . . .	10
“ 1885 and general.. . . .	111
“ with the Act of 1901.. . . .	134
“ European War.. . . .	2,550
Total.. . . .	<u>2,805</u>

5. Number of applications refused, disability not being due to service, unworthiness, etc., 147.

6. Number of pensions cancelled, 46.

J. S. DUNBAR, *Colonel,*

*President, Pensions and Claims Board.*

MILITIA HEADQUARTERS,

OTTAWA, 21st March, 1916.

RETURN OF PENSIONERS.—Canadian Overseas Units and Units of the Active Militia on Active Service, recommended by the Pensions and Claims Board, to March 21, 1916, some of which have not yet been approved by His Royal Highness The Governor General in Council.

DISABILITIES.		DEGREE OF PENSIONS AWARDED.	
From wounds.. . . .	703	First degree.. . . .	65
From accidents.. . . .	120	Second degree.. . . .	423
From diseases.. . . .	556	Third degree.. . . .	600
	<u>1,379</u>	Fourth degree.. . . .	290
		Special.. . . .	1
			<u>1,379</u>
DEATHS.		BENEFICIARIES.	
From wounds.. . . .	570	Widows.. . . .	612
From accidents.. . . .	32	Children.. . . .	1,073
From diseases.. . . .	140	Mothers.. . . .	107
		Others.. . . .	49
Total disabilities.. . . .	1,379		
Total deaths.. . . .	742		
Total number of cases recommended.. . . .	2,121		
Total number of disabled pensioners.. . . .	1,379		
Total number of beneficiary pensioners.. . . .	1,841		

[Col. Belton.]

## APPENDIX No. 4

If all the recommendations of the board made up to date are approved, the grand total of European War pensioners will be 3,220.

STATISTICAL STATEMENT of Pensions on Payment.—Canadian Pensions—European War—Recapitulation.

Pensions paid to disabled soldiers and their dependents.. . . .	1,097
Pensions paid to dependents of deceased soldiers.. . . .	1,453
Grand total of pensioners in receipt of pension.. . . .	2,550

Applications for pensions *refused* for following reasons:—

(a) Disability not due to service; (b) unworthiness; and (c) not provided for by regulations, 147.

CANADIAN PENSIONS—*European War—being paid to Disabled Soldiers.*

		Wives and Children.	Total Pensioners.
First degree.. . . .	41		
Second degree.. . . .	340		
Third degree.. . . .	453		
Fourth degree.. . . .	213		
	<hr/>		
Wives.. . . .	30		
Children.. . . .	53		
	<hr/>	83	
Total.. . . .	1,047	83	1,130
Cancellations—			
Deaths.. . . .	5		
Re-enlisted.. . . .	17		
Medically fit.. . . .	3		
German sympathizer, later interned Fort Henry, Kingston, Ontario.. . . .	1		
To go back on pay.. . . .	1		
	<hr/>	27	
Wives.. . . .	2		
Children.. . . .	4		
	<hr/>	6	33
Total.. . . .	1,020	77	1,097

CANADIAN PENSIONS—*European War—being paid to Deceased Soldiers' Dependents.*

		Children.	Total Pensioners.
Widowed mothers.. . . .	56		
Mothers.. . . .	21		
Fathers.. . . .	1		
Sisters.. . . .	2		
Brothers.. . . .	1		
Other dependents (step children, etc.).. . . .	8		
Orphan children.. . . .	31		
Widows.. . . .	524		
Children.. . . .		848	
	<hr/>		
Total.. . . .	644	848	1,492
Cancellations—			
Widowed mothers (death).. . . .	1		
Widows (death).. . . .	1		
“ (receiving Imperial pension).. . . .	1		
“ (not deceased soldier's wife).. . . .	2		
“ (not legal wife).. . . .	1		
“ (unworthy).. . . .	2		
“ (husband not dead).. . . .	1		
“ (re-married).. . . .	10		
	<hr/>	19	
Children.. . . .		20	39
	<hr/>		
Total.. . . .	625	828	1,453



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HOUSE OF COMMONS,

COMMITTEE ROOM No. 69,

TUESDAY, March 28, 1916.

The Committee met at 10.30 o'clock a.m., the Chairman, Hon. Mr. Hazen, presiding.

The CHAIRMAN: Mr. Jarvis, Assistant Deputy Minister of the Department of Militia and Defence, was asked to furnish us with a statement regarding French and American pensions. This is the statement which has been handed in. (Exhibiting statement.) Mr. Jarvis says in his accompanying letter that he could get no information as regards the French pensions, and has even been unable to obtain it from the Parliamentary Library. He attaches, however, a statement with regard to American pensions:—

DEPARTMENT OF MILITIA AND DEFENCE,

OTTAWA, CANADA, March 27, 1916.

(3)

DEAR SIR,—At the meeting of the Special Committee on Pensions to Disabled Soldiers, held on the 23rd instant, I was instructed to have prepared:

(1) A statement of the rates of pensions paid in France as compared with the Canadian rates;

(2) The method of administration of pension work in the United States, with a statement of pensions paid in comparison with Canadian, with any important information available on the subject.

As regards the former, I regret to say that we have no information in the department, nor have I been able to obtain it from the Parliamentary Library.

With reference to (2), I forward herewith a statement which I have had prepared. It is obtained from "Laws of the United States governing the granting of Army and Navy Pensions together with the Regulations relating thereto," issued in 1913.

It would be very difficult indeed to make a comparison between the rates paid in the United States and Canada, the two scales are so entirely different, and therefore I have not attempted to make one. The Canadian rates are in the blue book recently issued entitled "Pensions granted and Money Allowances made to Members of the Canadian Expeditionary Forces since the beginning of the War."

Yours very truly,

E. F. JARVIS,

*Asst. D. M. M. & D.*

V. CLOUTIER, Esq.,

Clerk of the Committee on Pensions to Disabled Soldiers,  
House of Commons, Ottawa, Ont.

## APPENDIX No. 4

## UNITED STATES PENSIONS.

## PENSION BUREAU.

The Secretary of the Interior is the head of the United States Pensions Administration; that is to say, he is charged with the supervision of Pensions and Bounty Lands.

Under him are a Commissioner of Pensions and two Deputy Commissioners, all appointed by the president with the consent of the Senate. Also, there is a large staff of examiners, clerks, messengers, etc.

The law provides for applications by claimants, and for the appointment of agents or attorneys to act for claimants; and for the examination of claimants by boards of surgeons; empowers the Secretary of the Interior to make regulations respecting the proof necessary to establish a claim; and virtually clothes the Secretary of the Interior with the power to grant pensions to such classes of persons as are mentioned in the statute, that is, empowers him to place names on the pension roll, and also to strike names therefrom when there is evidence of fraud.

As respects the rates of United States Pensions in comparison with those of Canada, there are annexed hereto four tables of United States rates, which may be compared with those contained in the Dominion Blue Book on the subject of pensions.

TABLE I.—For simple total (disability equivalent to the ankylosis of a wrist) provided by section 4695, Revised Statutes, United States.

	Per month.
ARMY.	
Lieutenant-colonel and all officers of higher rank.....\$	30 00
Major, surgeon and paymaster.....	20 00
Captain, provost-marshal and chaplain.....	20 00
First lieutenant, assistant surgeon, deputy provost-marshal and quartermaster .....	17 00
Second lieutenant and enrolling officer.....	15 00
All inlisted men.....	8 00
NAVY AND MARINE CORPS.	
Captain, and all officers of higher rank, commander, lieutenant- commanding, and master commanding, surgeon, paymaster, and chief engineer ranking with commander by law, lieutenant- colonel, and all of higher rank in Marine Corps.....	30 00
Lieutenant, passed assistant surgeon, paymaster, and chief engineer ranking with lieutenant by law, and major in Marine Corps..	25 00
Master (now lieutenant), professor of mathematics, assistant surgeon, assistant paymaster and chaplain, and captain in Marine Corps .....	20 00
First lieutenant in Marine Corps.....	17 00
First assistant engineer, ensign, and pilot, and second lieutenant in Marine Corps .....	15 00
Cadet midshipman, passed midshipmen, midshipmen (now ensigns), clerks of admirals, of paymasters, and of officers commanding vessels, second and third assistant engineers, master's mate, and warrant officers.. . . . .	10 00
All inlisted men, except warrant officers.....	8 00

TABLE II- Permanent Specific Disabilities.

Disabilities.	From July 4, 1864.	From March 3, 1865.	From June 6, 1866.	From June 4, 1872.	From June 4, 1874.	From Feb. 28, 1877.	From June 17, 1878.	From March 3, 1879.	From March 3, 1883.	From Aug. 4, 1886.	From Aug. 27, 1888.	From Feb. 12, 1889.	From March 4, 1890.	From July 14, 1892.	From Jan. 15, 1903.	From March 2, 1903.	From April 8, 1904.
Loss of both hands .....	25 00											100 00					100 00
Loss of both feet .....	20 00			31 25	50 00		72 00										
Loss of sight of both eyes .....	25 00			31 25	50 00		72 00										
Loss of sight of one eye, the sight of the other having been lost before enlistment .....				31 25	50 00		72 00										
Loss of one hand and one foot .....		20 00	25 00	31 25	50 00	36 00	72 00										100 00
Loss of a hand or a foot .....			15 00	24 00					24 00	30 00						60 00	100 00
Loss of an arm at or above the elbow or a leg at or above the knee .....			15 00	18 00	24 00				30 00	36 00						40 00	
Loss of either a leg at the hip joint or an arm at the shoulder joint or so near as to prevent the use of an artificial limb .....																	46 00
Loss of leg at hip joint .....				24 00				37 50		45 00						55 00	
Loss of an arm at shoulder joint .....			15 00	18 00	24 00					45 00						55 00	
Total disability in both hands .....			25 00	31 25					37 50							55 00	
Total disability in both feet .....			20 00	31 25													
Total disability in one hand and one foot .....			20 00	24 00		36 00										60 00	
Total disability in one hand or one foot .....			15 00	18 00					24 00	30 00						40 00	
Total disability in arm or leg .....			15 00	18 00					24 00	36 00						46 00	
Disability equivalent to the loss of a hand or a foot (third grade) .....			15 00	18 00					24 00								
Incapacity to perform manual labour (second grade) .....																	
Regular aid and attendance (first grade) <sup>1</sup> .....			20 00	24 00			72 00		30 00				72 00				
Frequent and periodical, not constant, aid and attendance (intermediate grade) .....			25 00	31 25	50 00									50 00			
Total deafness .....				13 00							30 00				40 00		

<sup>1</sup> Seventy-two dollars from June 17, 1878, only where the rate \$50.00 under act of June 18, 1874, and granted to date prior to June 16, 1880. First grade proper is \$50.00, amended by act March 4, 1890, which increases rate to \$72.00.



## APPENDIX No. 4

TABLE III.—Rates fixed by the Commissioner of Pensions for certain disabilities not specified by law.

	Per month.
Anchylosis of shoulder.....	\$ 12 00
Anchylosis of elbow.....	10 00
Anchylosis of knee.....	10 00
Anchylosis of ankle.....	8 00
Anchylosis of wrist.....	8 00
Loss of sight of one eye.....	12 00
Loss of one eye.....	17 00
Nearly total deafness of one ear.....	6 00
Total deafness of one ear.....	10 00
Slight deafness of both ears.....	6 00
Severe deafness of one ear and slight of the other.....	10 00
Nearly total deafness of one ear and slight of the other.....	15 00
Total deafness of one ear and slight of the other.....	20 00
Severe deafness of both ears.....	22 00
Total deafness of one ear and severe of the other.....	25 00
Deafness of both ears existing in a degree nearly total.....	27 00
Loss of palm of hand and all the fingers, the thumb remaining...	17 00
Loss of thumb, index, middle and ring fingers.....	17 00
Loss of thumb, index, and middle fingers.....	16 00
Loss of thumb and index finger.....	12 00
Loss of thumb and little finger.....	10 00
Loss of thumb, index, and little fingers.....	16 00
Loss of thumb.....	8 00
Loss of thumb and metecarpal bone.....	12 00
Loss of all the fingers, thumb and palm remaining.....	16 00
Loss of index, middle, and ring fingers.....	16 00
Loss of middle, ring and little fingers.....	14 00
Loss of index and middle fingers.....	8 00
Loss of little and middle fingers.....	8 00
Loss of little and ring fingers.....	6 00
Loss of ring and middle fingers.....	6 00
Loss of index and middle fingers.....	6 00
Loss of index finger.....	4 00
Loss of any other finger without complications.....	2 00
Loss of all the toes of one foot.....	10 00
Loss of great, second and third toes.....	8 00
Loss of great toe and metatarsal.....	8 00
Loss of great and second toes.....	8 00
Loss of great toe.....	6 00
Loss of any other toe and metatarsal.....	6 00
Loss of any other toe.....	2 00
Chopart's amputation of foot, with good results.....	14 00
Pirogoc's modification of Syme's.....	17 00
Small varicocele.....	2 00
Well-marked varicocele.....	4 00
Inguinal hernia, which passes through external ring.....	10 00
Inguinal hernia, which does not pass through the external ring..	6 00
Double inguinal hernia, each of which passes through the external ring.....	14 00
Double inguinal hernia, one of which passes through the external ring and other does not.....	12 00
Double inguinal hernia, neither of which passes through the external ring.....	8 00
Femoral hernia.....	10 00

TABLE IV.—Miscellaneous Rates.

## INVALID.

Indian wars—	
Acts July 27, 1892, June 27, 1902, and May 30, 1908.....	\$ 8 00
Mexican war—	
Act January 27, 1887.....	8 00
Acts January 5, 1893, and April 23, 1900, certain survivors..	12 00
Act March 3, 1903, all survivors.....	12 00
Act February 6, 1907—	
At 62 years.....	12 00
At 70 years.....	15 00
At 75 years or over.....	20 00
Civil war—	
Act, January 27, 1890, in its original form, and also as amended by the Act of May 9, 1900.....	6 00, 12 00

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	Per month.
Act February 6, 1907—	\$ 12 00
At 62 years.. . . .	15 00
At 70 years.. . . .	20 00
At 75 years or over.. . . .	
Army nurses—	
Act August 5, 1892.. . . .	12 00
Sec. 4756, R.S., for 20 years service, one-half the pay of rating at discharge.	
Sec. 4757, R.S., for 10 years service, not to exceed the rate for total disability.	

## WIDOWS AND MINORS.

Revolutionary war—	
Act March 9, 1878, widows only.. . . .	8 00
Act March 19, 1886, widows only.. . . .	12 00
War of 1812—	
Act March 9, 1878, widows only.. . . .	8 00
Act March 19, 1886, widows only.. . . .	12 00
Indians wars—	
Acts July 27, 1892, June 27, 1902, and May 30, 1908, widows only..	8 00
Act April 19, 1908, Sec. 1, widows only.. . . .	12 00
Mexican war—	
Act January 29, 1887, widows only.. . . .	8 00
Act April 19, 1908, Sec. 1, widows only.. . . .	12 00
Civil war—	
Sec. 4702, R.S., widows and minors, same rate as in Table I.	
Act March 19, 1886, widows and minors.. . . .	12 00
Act June 27, 1890, in its original form, and as amended by the Act of May 9, 1900.. . . .	8 00
Act April 9, 1908.. . . .	12 00

From and after July 25, 1886, a widow is entitled, under the provisions of section 4703, Revised Statutes, to the sum of \$2 per month additional on account of each legitimate minor child of the deceased soldier or sailor, in her care and custody, until such child reaches the age of 16 years. Where the widow has died, remarried, or has no title, the minor children under 16 years of age succeed to the widow's rights.

In claims under the Act of June 27, 1890, both in its original and amended form, the additional pension of \$2 per month is granted. In addition provision is made in said Act for the continuance of pension granted to an insane, idiotic, or otherwise physically or mentally helpless minor child, during its life or during the period of disability. The proviso is applicable to minors claims under any statute.

## DEPENDENT RELATIVES.

Sec. 4707, R.S., in its original form, and as amended by section 1, Act June 27, 1890, same rates as in Table I.

Act March 19, 1886, \$12.

The examination of Colonel BELTON resumed.

*By the Chairman:*

Q. You were making a statement to us when we adjourned at our last sitting. Have you any further information to present to us as to points you have thought over since you were last under examination?—A. What I said at the last sitting was along the lines of informing the Committee as to how the Pensions Board interpreted the present Act. I thought that would certainly be some guide to the Committee in the making of any changes that were contemplated. The question of earning a livelihood had been spoken of, and I had pointed out that it was on a basis of earning a livelihood in the unskilled labour market; not at the particular trade or calling of the pensioner, but as an unskilled labourer.

[Col. Belton.]

## APPENDIX No. 4

*By Mr. Nesbitt:*

Q. That is, you fix your pension on the basis that the man can earn something?—A. That he was incapacitated to the extent of a certain fraction in earning a full livelihood in the ordinary labour market. And I pointed out that that might mean that some people would be pensioned who were not really affected regarding their own calling at all, or only in a slight degree; but I knew of no other plan by which you could arrive at the thing exactly.

*By Mr. Nickle:*

Q. Does not the other condition also apply, that some might get a little pension who might be greatly affected in regard to their own calling?—A. Yes, that might be so, too.

Q. Take the instance of a watchmaker, the drums of whose ears were affected so that he became deaf. He might be physically able to earn his living by manual labour, but would be thoroughly incapacitated from carrying out his original craft. He would get very little pension.—A. At the same time, while able to do any sort of gross movement with his hands, he might have lost delicacy of touch.

Mr. NICKLE: He might lose a leg, but that would not interfere with his being a watchmaker.

Mr. GREEN: Would the loss of his hearing interfere with that calling?

Mr. NICKLE: I am assuming it would.

*By the Chairman:*

Q. You have had your attention directed to the course of this present inquiry, have you not?—A. Yes.

Q. You have noticed that the first degree gives a certain annual sum to those who are totally disabled in consequence of wounds received in the presence of the enemy?—A. Yes.

Q. And the second degree gives a pension of a lesser amount to those totally disabled, or whose disabilities have occurred in consequence of wounds received in the presence of the enemy, or of illness contracted on active service. What is your opinion with regard to that division? Do you think that there should be a division at all?—A. I think not, sir.

Q. You think a man injured in camp is just as much entitled to the same amount of pension as a man injured in actual warfare?—A. Yes sir, the result being the same.

Mr. NESBITT: Colonel Ward said this was applicable to the militia.

The CHAIRMAN: The pension scale, laid on the table of the House, I think, makes a distinction in the first and second degrees.

The WITNESS: It applies to the militia at all times.

*By Mr. Nesbitt:*

Q. The first degree would not apply then at all?—A. No.

*By the Chairman:*

Q. What is your opinion of a pension to the soldier who is unmarried? Do you think he should have as much as the soldier with a wife?—A. No sir, I think not.

*By Mr. Nesbitt:*

Q. Why not? You must have a reason for your opinion.—A. Because he has a wife to keep, his wife depends on him, and he has larger responsibilities.

Q. It just depends on whether his wife is capable of assisting him to make a living or not. The unmarried man totally disabled will have to engage somebody to look after him; and he could marry the attendant, and very likely that method would be much



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cheaper than having to pay her.—A. That is another matter where it comes into a question of having some assistance. However, I can say we have very few of that class at present. I would also like to point out, when you are thinking of increasing that pension, that only five per cent of the whole number at present are in that class.

*By the Chairman:*

Q. Which class?—A. The totally disabled class, that degree.

*By Hon. Mr. Oliver:*

Q. Requiring an attendant?—A. No, just totally disabled. And it is going to decrease, because a good many of these men are not finally placed. They may in the course of a year pass into the next scale, and many of the others will die.

Q. You are administering the law as it stands, are you not?—A. I am advising the committee with regard to the medical board and their action.

Q. What is your definition of total disability?—A. We take that largely upon the report of the medical board who see him and examine the man.

*By Mr. Nesbitt:*

Q. You do not see the man himself?—A. No.

*By Hon. Mr. Oliver:*

Q. What constitutes total disability?—A. Inability to earn a livelihood to any extent.

Q. By manual labour?—A. Yes.

Q. Would the loss of an arm be total disability?—A. No, not total.

Q. Would losing, say both feet; the losing of one, I suppose, would not be considered total?—A. No.

Q. But the loss of both would be??—A. Not necessarily, no.

Q. Would the loss of both hands constitute total disability?—A. That is coming pretty close to it. Now just along that line I would like to say in regard to the different pension degrees that there is too large a space between what we call the third degree, slight disability, and complete incapacity. That is reached only by one which is called "material incapacity." You have so many cases with so wide a range coming under that classification, you may have cases which while not absolutely completely incapacitated are materially so, and then again there are those of much less degree, all of which have to go into that one class, consequently under the class of "material incapacity" we have, of necessity to include men who should properly go in an intermediary class.

Q. If you did not consider a man with both hands off totally incapacitated, I should say your percentage of total disability cases would be small.—A. Practically you have to go into that class, and probably a medical board would begin to cut pretty close to complete incapacity.

Q. Will you give us instances where that has been done?—A. I know of no such cases.

Q. Then will you give us instances where the man has been judged totally incapacitated?—A. Yes, we have cases of disease of the heart, which a man is found to have, and which he cannot get over. We know of one man, who I think of now, and who has a large portion of the frontal bone cut away so that when he leans his head forward his brains drop out into his hand, and in that case we considered the loss of memory and the nervous condition, and all the rest of it. Then there are quite a number of cases which will get better, those are cases arising from the effects of shells, the concussion of shells, where the men are all of a tremor, the whole body is in a trembling condition, and this condition may last for a considerable time, the men are for the time being completely broken down.

[Col. Belton.]

## APPENDIX No. 4

*By Hon. Mr. Lemieux:*

Q. When a man comes back from the front and falls, say, in the third degree of "slightly injured" but, instead of getting better his state of health is more and more impaired, what is the process by which the board will deal with this man's case? Will they follow this man who might, after a certain time fall into the first degree, and deal with him accordingly?—A. Yes, in all cases up to the present we desire re-examination at the end of the year; and in a good many cases we require a medical examination at the end of six months, wherever there seems to be a possibility of a more material incapacity, or where there may be less material incapacity. In the case you speak of, supposing a man becomes materially worse within a year that would have to depend upon him or his friends bringing his case before the board, and we would ask him for the certificate of a reputable surgeon, that he was materially worse and then have a Medical Board examine the case and the Pensions Board award to him such pension as would be adequate.

*By Mr. Nesbitt:*

Q. You say you would have that Medical Board examine him personally?—A. Yes.

Q. You said a few minutes ago you would not consider a man with both feet off totally incapacitated. In such case as that what could a man do?—A. I think in almost all cases we have had such a man would go in the "total disability" class for at least six months or a year, and in the meantime it would be learned what vocation would be open to him or what could be done for him.

*By Mr. Nickle:*

Q. When you do that do you not think you are changing the whole standard?—A. I am quite aware that seems inconsistent but in hardly any case can you lay down at once positively inside of a year what the permanent condition will be.

Q. He is still unable to earn his livelihood by virtue of manual labour, now, if you give him vocational training he is in no better condition to earn his living by manual labour, I think, although he may be able to do so by another method of labour?—A. That is quite so.

Q. Do you take that into consideration? To be specific, supposing a man comes back with both legs off and the doctor says he has got vocational training, would you, at the end of the year, give him any less pension because he has an artificial limb?—A. No, if the Medical Board reported that he was able to earn something in the ordinary labour market that would be taken into consideration.

Q. But that would not be in the ordinary labour market?—A. No, but he might still have acquired the ability to earn something at unskilled labour.

Q. Do you not think that is going to have a tendency to make these men, if you take into consideration the fact that they are able to earn money, become idlers on the community?—A. The fact that the pensioner earns a larger amount at some skilled work will not affect his pension. That is affected only by increased ability to earn in the general unskilled market.

Q. You would not take earnings at skilled work into consideration in those cases?—A. No. We have to have some basis upon which to work and I do not see any better basis than what we have.

*By Mr. Nesbitt:*

Q. Do you really believe in review by the Pension Board?—A. Yes, not by the Pension Board alone, but by the Medical Board. I think that for several years there should be examination. There should be some provision for examination and review until the permanent condition of the man is determined.

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*By Hon. Mr. Lemieux:*

Q. You do not make any class distinctions, they are all classed alike before the board.

Mr. NICKLE: He is speaking of privates now.

*Hon. Mr. Lemieux:*

Q. Take for instance, now, the case of a lawyer three or four years at the bar who enlists and becomes a private or a lieutenant and who returns with no visible wounds but, as a result of the terrific shelling to which he is subjected, becomes deaf, or he becomes dumb. And while you might say he is pretty much disabled as a lawyer because he cannot speak or cannot hear yet still he may give opinions, he may write opinions. We know of a case where Sir Allen Aylesworth is very deaf but he is a man who many counsel would consult for an opinion. For such a man a nervous breakdown would be very serious. Here is a man without any visible wound and yet completely disabled so far as his profession is concerned. Would you not say that he should get a fairly good pension? Would you consider in determining the amount of the pension to be granted in such a case the fact that although this man was broken down as a lawyer, he might be trained to some manual work by which he might earn something?—A. He would be considered simply from the standpoint of his inability to go on and earn a livelihood in the ordinary labour market. That is the only way we can deal with it; otherwise so many difficulties would present themselves that I do not see how you could deal with the case differently. If you took the amount of his earnings in his ordinary occupation it would be a tremendous task and then you could not get a man to measure his loss according to this pension scale anyway.

*By Mr. Nickle:*

Q. But it seems a hardship that a man who has a vocational or professional training and is severely injured in respect to that should get no pension because he is not physically impaired from earning his living as a manual labourer.—A. Well, there are not many such cases as that.

*By the Chairman:*

Q. In nearly every case if the wound be only slight it would, I suppose, no matter how slight, affect or impair his efficiency as a manual labourer to some extent? If he loses one finger or one eye, any physical injury of that kind would affect his earning power as a labourer?—A. Certainly. There is one class that you have not referred to, that is supposing a man has an injury which deforms him, makes him unsightly. We have the case of a man with the whole side of his jaw shot away. He might go and get a job perhaps in the sewers but he has been salesman in a drygoods store, perhaps, or something of that kind. He cannot get that place again. And then there are cases, perhaps, such as loss of a testicle an injury which does not really affect a man's ability to earn a livelihood. These cases are covered by the last clause on page six which says:—

"Individual cases for which the regulations do not provide or sufficiently provided, may be specially considered by the Governor in Council."

Such cases as those you refer to we would recommend for further consideration. I think they are entitled to a pension, although they do not come under the classification made by the standard.

*By Mr. Nesbitt:*

Q. Then you do refer things to the Governor in Council?—A. Yes, every recommendation comes before them.

[Col. Belton.]



## APPENDIX No. 4

*By Mr. Scott:*

Q. You have a great deal of discretion under the operation of the present Act?—  
A. Yes; that is the law.

Q. You could take into consideration any special circumstances?—A. Yes.

Hon. Mr. OLIVER: Here is something I found in this book that seems to me to set the whole question of disability in a wrong light. On page 40, "Recommendations of the Pensions and Claims Board, C.E.F., as to pensions and other matters pertaining to the return of members of the Canadian Militia from active service to civil life," and this is the remark to which I wish to draw attention:—

"Men enlisting for Active Service in the Canadian Militia as privates bring to the service of their country a healthy body. The previous occupation of the recruit is not recognized as having any reference to the service which the soldier could give the State, unless it secures for him a higher rank than that of private, in which case the return made to him by the State in pay and pension is proportionately increased. The private soldier then is looked upon as offering merely a healthy mind and body to the public service. For practical purposes the market for healthy bodies is said to be the "general market for untrained labour." Upon leaving the Service any physical or mental disability which may have been suffered is estimated according to the extent by which it reduced the capacity of the individual concerned for earning a livelihood in the general market for untrained labour. It is to be noted that it is the impairment of capacity for earning, without reference to the former occupation or income, which is to be determined."

Now, my opinion is that this is radically and fundamentally wrong. That is applicable to a condition where the private soldiers are drawn almost entirely from the ranks of unskilled labour, but in the conditions which we have to deal with, the soldiers are not drawn either exclusively or even in the majority of cases, from the ranks of unskilled labour, and therefore we must, whilst we cannot consider each case separately we certainly must, in determining the average soldier's pay, put it higher than it would require to be if you only had to deal with men who in the majority of cases were men of unskilled labour.

*By the Chairman:*

Q. This recommendation comes from the Pensions Board, does it not?—A. I have no desire to impose upon the Committee my own opinion. I am simply explaining how we have been dealing with it.

Q. You are dealing with it on this principle, are you not?—A. On that principle. I may say that it is working out now, I think, pretty well.

Q. You think it is working out thoroughly satisfactorily now?—A. I do, with the exception of the different degrees of pension.

*By Mr. Scott:*

Q. The point up to the present appears to have been that no reduction of a pension that has been once established should be made, that is from the standpoint of the man. But if afterwards he has technical training and is able to increase his earnings, to reduce that man's pension on that account would be, do you not think, a mistake?—  
A. Yes.

Q. That appeared to be the opinion up to the present time. Do I understand you to say that these cases should be reviewed from time to time and reduced if the occasion

seemed to warrant it?—A. Yes. The war is recent, and the injuries are recent yet, an improvement has taken place; but there are few of the cases you can absolutely deal with finally as yet.

Q. How long will it be before they can be finally dealt with? When a man has received a pension, which is afterwards reduced owing to his own industry in his condition, it is hardly a fair proposition. This practice stands in the way of these men improving their condition in life?—A. That is what I mean in regard to this standard of disability in the ordinary labour market. As long as that remains his pension should remain at the same rate.

Q. In what circumstances would you say that?—A. When the medical officers can establish that the case has come to a finality. We can establish it mighty soon if he has a leg off.

Q. There should be no change after that, whatever that man might be able to earn in the future?—A. That is the way we manage it now.

*By Mr. Nickle:*

Q. I must have misunderstood you. If a man learns telegraphy or acquires other vocational training, at the conclusion of the year the Board, as you said, would keep that in the back of its head in deciding if the man's pension should be continued?—A. If the man had improved along other lines—

Q. Assuming he had not at all. Suppose both legs were off?—A. His pension would remain the same absolutely.

Q. At the expiration of the year, when he is passed in review, his physical condition has improved. You do not take into consideration how he has improved through aptitude and training?—A. When we learn his earnings, we also learn how he is making them, and if by skilled trade it does not affect his pension. If he is making it in the ordinary labour market, of course, it does.

Mr. NESBITT: That would come back to the state of his health, if he is making a livelihood in the ordinary labour market.

Hon. Mr. OLIVER: The state of his health and his inclination.

The WITNESS: There is one class in this question of earnings there seemed to be some discussion about. When a man goes into Government employ and is given a fairly good job, it brings him in a good amount of money. I think, if his condition has brought an advantage, that sentiment and charity has brought that about, I do not see any reason why the country should go down into two pockets and pay the man twice.

Mr. SCOTT: Supposing the man worked for some private concern, why should there be a distinction?

Hon. Mr. LEMIELX: Because the individual will take him from the same charitable motive as the Government probably.

The WITNESS: Along that line I might instance a few cases, as I was doing when we adjourned the other day. I spoke of a man in the fourth degree who, when his re-examination came on, was recommended for the fourth degree. He was a metal spinner by occupation earning \$10 a week. Another man of the second degree was recommended again for the second degree. He was a customs clerk earning \$17.50 a week. This is a case of a man being recommended for the same pension because he has an unchanged disability. A man, say, with a leg off, or a blind eye, has a disability that nothing can change. Although this man is earning \$17.50 a week, he has been recommended for the second degree.

The CHAIRMAN: If he is put in the second degree he is supposed not to be able to take a position as customs clerk, because the second degree is applicable to those rendered totally incapable of earning a livelihood.

Mr. NESBITT: You have him wrongly classified.

The WITNESS: He lost the sight of his eye from a wound.

[Col. Belton.]

## APPENDIX No. 4

*By the Chairman:*

Q. Why was he given the second degree?—A. He got the second degree because he was materially incapacitated by injuries received in the presence of the enemy.

Mr. NESBITT: His case seems to come under the third degree.

*By the Chairman:*

Q. He is rendered materially incapable as the result of wounds, and he got that second degree. He must have been rendered materially incapable. Although rendered materially incapable, he is considered fit for a customs position?—A. Yes.

*By Mr. Nickle:*

Q. That means earning a livelihood in relation to your standard of manual labour?—A. Then there is another case of a man in the fourth degree, whose pension has been cancelled altogether. He is completely well, and is earning \$8.50 a week, less than the standard laid down by Mr. Darling.

*By the Chairman:*

Q. Has he completely recovered?—A. Yes.

*By Mr. Nesbitt:*

Q. Is he at manual labour?—A. Yes. The matter of the amount of money does not really affect it altogether. I know of another case of a man in the second degree earning \$2.50 a day running an elevator in the Government service.

*By Mr. Nickle:*

Q. How do you treat him?—A. He still remains in the second degree, although I may say I tried to persuade my confrères in regard to his case.

*By Mr. Scott:*

Q. Is he totally disabled?—A. No, materially disabled.

Q. Why do you call it second degree? As a matter of fact, you only have two degrees. You have total disability and materially incapable of earning a livelihood. Those are the only sub-divisions you have?—A. No, we have slightly incapacitated—incapacitated to a slight degree.

Q. How do you get at that? Is that taken care of by the Governor in Council?—A. No, it is on the regular pension classification. You have four degrés.

*By the Chairman:*

Q. Section (d) reads: "The fourth degree shall be applicable to those who are rendered in a small degree incapable of earning a livelihood as a result of injuries received or illness contracted on active service, during drill or training, or on other duty?"—A. There are three degrees for the man who is injured in the presence of the enemy, the first, second and third degrees. There are three degrees for the man not injured in the presence of the enemy, those are the second, third and fourth degrees.

*By Mr. Nesbitt:*

Q. You do not recommend that that distinction be carried out?—A. I think it should be done away with, and that there should be another class in between, the "slightly" and "totally," another one alongside that "materially." There is too great a bridge there. And the fourth degree should be retained.



*By the Chairman:*

Q. I think, Colonel, you had better draft for us your idea of what the degrees should be, and submit them in writing?—A. Yes, sir. (See pages 109-110.)

*By Hon. Mr. Lemieux:*

Q. Before passing on the cases which come before your Board, is it your practice to see the parties?—A. No, sir.

Q. They do not appear before you?—A. No, sir.

Mr. NICKLE: They go before the Medical Boards.

*By Hon. Mr. Lemieux:*

Q. Then the Medical Board reports to your Board?—A. Yes, sir.

Q. And you pass the final judgment?

*By the Chairman:*

Q. What reports do you have before you, Colonel?—A. In most instances we have first the reports of the Medical Board that deals with the case when the man is originally injured; he is over in some hospital in England or at the front and a medical board deals with him there. There is probably, and quite frequently a second medical examination some months afterwards, when he has made material progress, sufficient to be sent to Canada. When he comes to Canada there is a Medical Board at the Discharge Depot at Quebec or Halifax; they deal with the case and give their opinion and oftentimes, if the man is still progressing and improving, his case is referred often to a third medical board. The reports of all these medical boards are on file and come before the Pensions Board when dealing with the case. The whole history of the case is before the Pensions Board, and I think they are better able to give judgment on that basis than they would be if they had the man before them.

Q. You think so?—A. Yes, to give an unbiased business judgment, apart from sentiment. It would have an effect on the Board if the man appeared before it, it is bound to have some effect, you cannot help it.

Q. The appearance of the man before the Board would be calculated to prejudice the Board one way or the other?—A. Yes.

*By Hon. Mr. Oliver:*

Q. Here is an Order in Council, on page 83 in the Blue Book), providing for the payment of \$100 in certain cases, under what circumstances is that brought into force?—A. I think Mr. Borden will better explain that to you; he is the Paymaster General. I could explain it in part but he can give you much better reasons for it.

Q. Does not that come before your Board?—A. No, that is for the Pensions Board Overseas where they desire to deal with the case at once and not delay it.

*By Hon. Mr. Lemieux:*

Q. Pending the man's return to Canada?—A. No, for men who are discharged overseas.

Q. But pending their return to Canada?—A. No, in this case it would not come to the Pensions Board at all. There is a Board overseas which has been empowered to give the men \$100 to get rid of them. (See page 15-16 herein.)

*By Mr. Nesbitt:*

Q That is a total liability payment?—A. Yes, that is supposed to end the case.

Q. I was going to ask you in reference to that matter. You say the Board, we will say at Halifax or Quebec, looks over the case and they report to your Medical Board. Do they have a regular system of examination and questions to answer?—A. Oh, yes; there is a form.

[Col. Belton.]

## APPENDIX No. 4

Q. Then your Medical Board really proceeds along the same lines as a life insurance board?—A. Along the same lines, yes, but not so elaborate.

*By Hon. Mr. Oliver:*

Q. There is another Order in Council here providing for the payment of charges for the maintenance of men in Provincial Asylums under certain circumstances. Who deals with that? Do you deal with that question?—A. No, only so far as it affects pensions. If a man is sent to an asylum as permanently insane he is treated the same as a dead man, and if he has dependents, the awarding of their pensions would come before the Pensions Board. If he gets better then, of course, he is given his pay.

Q. You have no cognizance of these cases except in regard to their pensions?—A. Well, frequently the facts come before the Pensions Office and we cannot help but try to help a little bit, but it is not within our purview.

Q. In whose purview is it?—A. That comes within the purview of the Director General of Medical Services, and it is practically also the concern of Mr. Scammell's Military Hospitals Commission.

Q. But this Order in Council deals with the question of pensions?—A. As I say, when a man is judged permanently insane he is treated as a dead man and then we have to deal with the pension. If he has any dependents, they receive a pension, otherwise he does not receive a pension. If a man has no relatives he is simply kept there at the expense of the Government, and that is all there is about it.

*By Hon. Mr. Lemieux:*

Q. I was going to ask you this question, I know it is the case in our province, I do not know whether it is the case in the other provinces, but where there are no relatives able to pay the cost of maintaining the insane it is charged to the municipality. In this case is the Government paying the cost?—A. Yes, it is charged to the State, to the Dominion Government.

*By Mr. Nickle:*

Q. Did I understand you the other day to express any opinion as to the wisdom or otherwise of pensions being granted where men were impaired in health owing to incipient disease at the time of their enlistment, but which only developed later on?—A. I wanted particularly to bring this before the Committee; I intended to bring this matter before the Committee because it is important. That is a case, such as you speak of, in which a soldier's disability by reason of disease, injuries or even of a wound is materially affected by conditions which preceded his enlistment. These cases do occur on active service. The regulations say, "Wounded or disabled on active service" not before.

*By Hon. Mr. Lemieux:*

Q. But you do not enlist men with a disease?—A. Unfortunately they do.

*By Mr. Nickle:*

Q. They are not examined as to organic disease?—A. They should be.

HON. MR. LEMIEUX: You have rejected hundreds of men for lack of teeth.

MR. NICKLE: That is quite so, but it is not done for organic diseases that cannot be detected by the ordinary examination.

MR. NESBITT: All life insurance companies examine every applicant for kidney disease, that is one of the examinations they make.

THE WITNESS: I say it is the practice of the Pension Board to require the medical officers to estimate the degree of aggravation which the

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disease will have upon any wound or injury: that is how much worse is the man than he was when he entered into the service. Now if the man has an affection of the heart, there is no excuse in the world for the medical officers not discovering that. The local examination is practically, first, for the protection of the recruit and secondly, of the State, but for the recruit first. Now, you take that man with heart disease and if he becomes materially worse afterwards we are inclined to give him all the benefit because it was a case that should have been discovered; he has not been treated properly, he has been badly treated by the medical officer who passed him. But there are other cases, take the man who presents himself for examination and who is an epileptic. Now epilepsy is quite difficult for the medical officer to discover, and the man would pass that examination; but that man knows that he is an epileptic and knows that he is unfit for a soldier. If he chooses to come along and enlist under those circumstances he is not treated with as much consideration by the board as the other man to whom I have referred.

*By Hon. Mr. Oliver:*

Q. What about the dependents of a man who enlisted under those circumstances, having an organic trouble such as you speak of. Should they be treated any differently on that account?—A. Not if death takes place.

Q. If death does not take place there is no pension to the dependents, is there; but if it does it makes no difference whether the man was healthy or not when he entered the service?—A. No, it makes no difference.

Q. But if a man, by reason of disease, becomes disabled do not his dependents get some pension?—A. Where he is totally disabled, in such cases we do not draw these fine distinctions.

Q. But dependents do not suffer because of the fact of his having the seeds of disease in him when he joined?—A. No, not when he is totally disabled. Then there are other cases where a man, as Dr. Clark told us the other day, has locomotor ataxia or other diseases such as that. A man may have had the seeds of that disease in his system for 25 or 30 years.

*By Mr. Nickle:*

Q. I understand you to lay it down as a principle that if a man, suffering from a disease of which he knew nothing and from the strenuousness of his training or from other work incidental to the service he broke down and became impaired or died he should still be entitled to his pension?—A. Yes.

Q. I can tell you of a case where a man died from Bright's disease of the kidney, the existence of which he probably knew nothing, and the board refuses to pay any pension to the widow and three children. I know that was explained and the board held that the dependents were not entitled to any pension at all?—A. I should like to have that matter brought before us and threshed out.

Q. That has been the practice in a certain district, but you say that woman is entitled to a pension?—A. The Pension Board is only too willing to go into cases of that kind; we want to be informed of any such cases. You will see the difficulty under which we labour in dealing with certain classes of cases.

*By Hon. Mr. Lemieux:*

Q. Take the case of a man who has a secret disease which is not detected at the time of enlistment and when wounded on the battlefield that disease will develop into a very serious case, how would you consider a case of that kind?—A. The principles I have spoken of would apply in that case.

*By the Chairman:*

Q. I do not see how you are going to get at a man after he once gets by the Medical Board. You have no record of what he has told the medical officers, have you?—  
[Col. Belton.]



## APPENDIX No. 4

A. I have brought certain information which I have given to the clerk with regard to such cases. Anything further that is needed of course will be obtained.

Q. If a man passes a medical board he must regard himself as being fit to be enlisted. How are you going to get back of that?—A. In practice lots and lots of men are enlisted and remain only up to six weeks or three months in the service.

Q. You do not pension those men, but I am speaking of cases where he is not turned off before going overseas.—A. Lots of them are turned off after two or three weeks. At any period whenever the man is found to be unfit he is discharged.

Mr. NESBITT: As a matter of fact it is up to the State to see that he does not pass the original examination if he is not fit physically. The examination in some cases has been very lax indeed for I have known of fellows passing three times.

*By Hon. Mr. Oliver:*

Q. As soon as a man is enlisted he is then under orders and in training. During that period of training surely there is every opportunity to detect his defects if he has any disease?—A. Yes.

Q. But whenever a man has gone through that period of training and has then gone forward and it is ultimately found there is something wrong with him I should say there is nothing can come back against that man?—A. Yes, all these are questions with which we have to deal as they come up; such cases will happen and they should be taken into consideration when you are making legislation about this matter.

*By Mr. Nesbitt:*

Q. Do you not think in a case such as Hon. Mr. Oliver has referred to when a man has been passed and gone over to the front that fact should be considered if there should later be anything wrong with him?—A. I think there is a good deal in that, but I do not know that it should cover the case in which the man had the disease before enlisting, a progressive disease that would kill him before the end of the war, and which, active service does not affect one way or the other. He would have died if he had never been in the field.

*By Hon. Mr. Oliver:*

Q. Surely there is no possibility of such disease as that passing unnoticed during the training period?—A. Oh yes, sir.

*By Mr. Green:*

Q. What disease, for instance?—A. Well, we were speaking of syphilis and paralysis of the insane. A man may have that in his system and show no effect of it, but the time is coming when he suddenly breaks down.

*By the Chairman:*

Q. If a man breaks down from syphilis contracted after his enlistment should he get a pension?—A. No, we do not give pensions in that case. If I may I would like to bring up the question of negligence. The regulations provide for pensions, "Provided the disability was not due to his own fault or negligence." Now that is giving us a great deal of difficulty sometimes. I want to point out to you at page 6, Article 642, which deals with pensions paid to the widows and children, it says, "provided the soldier's death was not due to his own fault or negligence and was clearly due to the carrying out of his military duties." It seems to me it is stronger in the case of the dependents than it is in the case of the pension to the man which simply provides, "Provided the disability was not due to his own fault or negligence." We have difficulties of that kind.

*By the Chairman:*

Q. Suppose a man commits suicide?—A. If a man becomes temporarily insane from conditions at the front and commits suicide, it has to be taken into consideration, of course.

*By Hon. Mr. Lemieux:*

Q. What about the disease of syphilis, for instance, which disease might be caught?—A. Innocently?

Q. Yes. These soldiers are packed together and run risks, in regard to infectious diseases.—A. Well, there is always machinery for these things. There is the Medical Board to hold an enquiry. I wanted to ask your opinion about that. Take for instance the man who bathes in forbidden waters and is drowned, which is his own fault or negligence certainly. But his wife suffers. He may have spent months in England or in France, but he bathes in forbidden waters. I think it is quite right, but I want to explain to you what it means exactly.

*By Mr. Nesbitt:*

Q. It means that his family suffers if he receives no pension?—A. They have; he is their mainstay, and he has given, perhaps, months of good service to the State. Then there are other cases where—

*By Mr. Nickle:*

Q. Injuries received in handling horses?—A. Yes. There is one case came up where a man was drowned in the canal, and the instructions were that men on patrol must not approach within twelve feet of the canal.

*By Hon. Mr. Lemieux:*

Q. Did that occur on the battlefield?—A. No, right here in Canada. The man fell into the canal and was drowned. The coroner's inquest returned a verdict that it was his own fault.

*By Mr. Nickle:*

Q. Did it occur in daytime or at night?—A. At night.

Mr. NICKLE: He should get a pension.

Hon. Mr. OLIVER: It is a great hardship that the family should lose because of the fault of the soldier.

The CHAIRMAN: The same thing might have occurred if he was not a soldier.

Hon. Mr. OLIVER: As a matter of fact, he was a soldier, and the family is going to be a charge on the state in one way or another, and they might as well be an honourable charge by reason of the fact that the husband volunteered as to be thrown on the State as a matter of charity. It seems to me that when a man, in good faith, has left his family, the family should be free of any possible disabilities.

The CHAIRMAN: This man has disobeyed the orders that he must not be within twelve feet of the canal. If he had been a civilian he might have met with the same accident, and the State would not have felt any responsibility.

*By Mr. Nickle:*

Q. Was that man on patrol duty?—A. He was on sentry duty, and was in sight of others.

Q. Was he close to the canal?—A. Yes, he was patrolling the canal bank.

[Col. Belton.]

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Q. He may have walked in because he did not see where he was going?—A. He could see; he could be seen by the other sentry, who heard the splash, and saw that he was gone from his beat.

*By the Chairman:*

Q. What was the theory of the accident,—that he slipped and fell in, or that he was drunk?—A. No, he was on duty; he was all right as far as that is concerned. The exact theory is a moot question.

*By Mr. Scott:*

Q. You say that you are rather inclined to favour the system of the sub-divisions as you are doing at present, rather than the so-called American system of so much for a specified injury?—A. Yes, sir.

Q. But I think you said that you thought there should be additional sub-divisions?—A. Yes.

Q. You have practically now three sub-divisions; the man totally disabled, the man materially incapable of earning a livelihood; and then you have those in a small degree incapable of earning a livelihood?—A. Yes.

Q. In addition to that you have special cases that can be taken care of by the Governor in Council, so that you have practically these four sub-divisions to take care of the whole situation?—A. Yes.

Q. Your idea is that this is the proper way to handle the situation, only that there should be additional sub-divisions, and additional rates given to those?—A. I think one more. I think if there were five degrees it would cover the case.

The CHAIRMAN: Colonel Belton is going to prepare a memo. for us (pp. 109-110.)

The WITNESS: There is at least one other thing I would like to speak of, that is the question of sole support. A widowed mother, in the first place, whose only son was her sole support, received a pension. Later the "only" was dropped and the emphasis came on sole support. Now I would like to point out to you that if the deceased son is a supporter in part, a material part, do you not think the widowed mother will be still entitled to a pension? I might say that a number of special cases have come out of that, and there have been cases of others than widowed mothers, such as invalid sisters, and where the father is not dead but is incapable. A lot of these cases can be brought up as special ones, but it seems to me that that "sole support" should not be only sole—

The CHAIRMAN: "Material."

The WITNESS: Yes. I can see where it does not do to allow too much power in the hands of any Committee; if you can nail it down to the absolute thing it is just as well. In all of these cases brought up before the Treasury Board we do not state the condition of the pensioner in medical language. We endeavour to put, in plain every day English, what it is. We do not say that a man has ankylosis, but that he has a stiff limb and cannot walk, so that the Treasury Board and the Governor General in Council, when they deal with it, have a picture of the man in front of them and they give their recommendation with a knowledge of the actual condition of the man.

*By the Chairman:*

Q. From your experience with the Pensions Board so far, by the time the war is over—supposing it lasts until the end of this year—would it be necessary to have a permanent board giving its full time to the question of pensions for some years to come?—A. I think so, sir.

Q. It would afford plenty of occupation for a number of men sitting in the board for some years? It would not be possible for them to attend to other work?—A. I should think not.



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Q. It would not be possible to continue a board which is practically composed of officials of the Militia Department who have other duties to perform; you would have to have a board whose sole duty would be in connection with pensions?—A. I think so, sir.

*By Mr. Nesbitt:*

Q. Would you make that board a court of last resort? You say you have to refer your recommendations to the Governor in Council?—A. There is an alternative plan that is proposed only to relieve the Treasury Board. As I understand it the object is to have a board who would take these recommendations of the Pensions Claims Board, to which I belong, and deal with them, by sitting at certain periods.

*By the Chairman:*

Q. You would continue the present Claims Board and have a tribunal which would deal with your reports?—A. Yes, I think such a board as the present Pensions Board is essential. But if it is thought that they should be given the larger powers, I have no objection.

*By Mr. Nesbitt:*

Q. If you had a permanent board could they not relieve you of a lot of work you now do and the members of the present board would be able to go about their present duties. If that new board were created could they not review, as your Pensions Board review now, and that would relieve the members of the present board and allow them to go to their duties, they all belong to the Department?—A. The president and medical member give their whole time to the work of the Pensions Board. They have no other duties and are fully occupied.

MR. NICKLE: What is the use of having a new board to review the work of the Board that is now in existence.

At this stage Hon. Mr. Hazen asked that he be excused for the rest of the meeting and requested Mr. Nickle to take the Chair in his absence.

*By Mr. Scott:*

Q. Would you have on that board any civilians?—A. Which board is that, sir?

Q. The Pensions Board?—A. As the board is now composed we have as chairman of the board a man who has been in the military service for a good while, and who has a preliminary training as a lawyer, Colonel Dunbar.

*By Hon. Mr. Lemieux:*

Q. You think it is essential there should be a military Pensions Board?—A. I think so. It is so intimately connected with the military service, and there are so many things of a military nature that come up that I do not see how any other board could deal with it.

*By the Acting Chairman:*

Q. How do you arrive at that conclusion? Why is a military board more advantageously situated, than a civilian board would be, to determine a man's ability to earn a livelihood?—A. Not only the question of a man's ability to earn his living by manual labour but the customs of the service come in in a great many ways, the questions of pay and rank.

Q. Where do the questions of rank and pay and the customs of the Service come in at all as regards a man's capacity to earn a livelihood?—A. I am afraid that it is possibly a difficult thing for me to show in a few words, but nevertheless it is so, and

[Col. Belton.]

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really I may say, after having had to do the work that I would not have been able to do it had I not the knowledge of the usages and customs of the Service and the regulations, without a great deal of difficulty.

Q. Do you not think this accentuation of rank is one of those things it is advisable to get away from, this being a democratic country?—A. That is one thing you did not ask me about, with regard to the democratic question I am afraid I would go farther than you would on that point.

*By Hon. Mr. Oliver:*

Q. Let us have your opinion on that point.—A. My opinion is an extreme one. I say if you give this same pension to men of different ranks why not give them the same pay. However, I think anything I might offer on this question would not help the Committee.

Witness retired.

Mr. JOHN W. BORDEN, Accountant and Paymaster General, Department of Militia and Defence, called.

*By the Acting Chairman:*

Q. Do you prefer to make a statement to the Committee with reference to the matter under consideration or would you rather have it by question and answer?—A. By question and answer, I have no statement to make.

*By Mr. Nesbitt:*

Q. You have heard the discussion so far as it has gone, will you give us anything you want for the good of the community and the good of the cause?—A. I think the scale should be increased, that is the main thing.

Q. That is the present scale of pensions?—A. The present scale for soldiers.

Q. You mean the privates?—A. I mean the privates, the lower ranks, the rank and file.

Q. How much would you increase it, what is your idea of an increase?—A. For total disability I would give total pay. I think if he has sustained total disability he should draw the rate of pay he was drawing when in the Service and, possibly, I would be inclined to go a little further.

*By Hon. Mr. Oliver:*

Q. How would you define total disablement? Does it mean total disablement of earning power or total disablement that requires the services of an attendant?—A. Total disablement I would consider to mean that he had lost both hands or both arms or both legs, or both eyes or that he was crippled with rheumatism and could not walk.

Q. Even if he could attend to himself?—A. Yes, even if he could attend to himself.

Q. Loss of his earning power would be total disablement, would it not?—A. Yes, the loss of both hands would be a case of total disablement.

Q. Supposing now the case where a man was so entirely disabled that he was unable to help himself and required the services of an attendant, how would you recognize that? That is recognized now?—A. I think in a case like that he should have say \$50 a month, \$2 a day, for a man totally disabled.

Q. That is to cover both the attendant and the man himself?—A. Cover everything.

Q. You have to provide wages and board for the attendant as well as for the soldier?

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Mr. NESBITT: They would not do it, I suppose, just that way?

The WITNESS: For the man who had no friends, I suppose the Government might provide accommodation in the hospital, or in some home.

*By the Acting Chairman:*

Q. Have you gone into the question of the establishment of soldiers' homes?—A. I do not think it has been considered by the Department or by the Government. I think it should; for unmarried men who have no friends and no relatives that should be done. Of course, with regard to the man who is married, that is different, he has a family to take care of him.

*By Mr. Nesbitt:*

Q. Would you give a man who is married and has no children any more than an unmarried man?—A. Oh yes, I would.

Q. If both are totally disabled? Why?—A. The principle is recognized by all Governments, a married man gets more than an unmarried man, the married man has a wife who may be absolutely incapable of earning anything.

*By the Acting Chairman:*

Q. In regard to allowance to children I see it stops in the case of boys at fifteen years of age and in the case of girls at seventeen years of age. Do you not think that is rather early?—A. No, I do not.

Q. Why not?—A. I think a boy that is fifteen years of age is capable of earning something; I was earning something, for instance, when I was fifteen, and I do not see why other boys should not.

Q. The best educational authorities say that a boy should continue his vocational training, that is in the large centres, until he is sixteen?—A. Yes, the age limit in New Zealand, in Australia and in the United States is sixteen.

*By Mr. Nesbitt:*

Q. That is according to the State?—A. No, it is the Federal Pension Act.

*By the Acting Chairman:*

Q. Ours is lower in general?—A. It is for a boy, but the British regulation is sixteen for girls and fourteen for boys. I do not see why the state should keep boys after they are fifteen, and even after they are fourteen.

Q. I do not either, unless the State is to take the parent and leave the boy without education?—A. I suppose in some cases it is necessary, but usually a boy could get a fairly good education when fourteen years of age.

Q. Educational authorities do not seem to agree with that.—A. I daresay they might want to put the boy through college.

The ACTING CHAIRMAN: No, technical officers say the boys cannot get much advantage of technical education before they are sixteen years of age.

*By Hon. Mr. Oliver:*

Q. With regard to this payment of \$100 in a bulk sum, provided for by an Order in Council, will you explain that?—A. That was just to give certain men who were slightly injured their discharge. Of course that would not prevent their coming back, if their injuries were permanent and claiming their pensions. That provision is intended for those who are living in England and who intend to remain overseas. For instance, a man might have some slight illness from which the doctors say in the course of three or four weeks he will be perfectly recovered. We give that man \$100 and allow him to go to his home. (See page 15-16 herein.)

[Mr. John W. Borden.]



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Q. That does not apply on this side, then?—A. It does not apply on this side. Of course the Medical Board can say a man may in the course of a few weeks recover and his pay and allowance which would amount to about the same thing are issued to him and this man can then be discharged.

*By Hon. Mr. Lemieux:*

Q. And they do not come back for a pension?—A. They can come back at the end of the three or four weeks. If a man is still ailing and another medical board says that the man is eligible for a pension he can then be pensioned, there is nothing to prevent it.

Q. It is a sum not exceeding \$100; it may be less?—A. It may be less, yes.

Q. Can you tell us the amount that has been paid out in that way?—A. I could not tell you how much has been paid, because we have not got the returns from overseas and the order has only recently been approved.

*By Hon. Mr. Oliver:*

Q. Last January or December I saw a boy who had been blinded in both eyes, he was totally blind, and I understood he had been discharged at Quebec and given \$100. Was that payment made under this Order in Council or under what circumstances was it made?—A. I cannot understand how a boy who was totally blind would be discharged in that way. If he were totally blind he would be eligible for a pension in the first degree.

Q. I suppose this was merely a payment pending the adjustment of a pension?—A. It would be just simply an advance of pay in order to keep him going until his case could be finally disposed of.

Q. Where would he stand with regard to pay? Would he get his pay up to the time the pension is awarded?—A. He would get his pay up till the date the pension takes effect. As soon as possible his case would come up before the Pensions Board and the board would recommend his pension from a certain date which might be the first of April for instance and he would be paid in full up to the first of April and then his pension would go into effect.

Q. There was some gentleman the other day, I forget who it was, who told us a case where a man had been discharged, that is he had been paid full pay eight months ago, and had not yet received his pension. He was going to get his pension dated back until the time that his pay was cut off. Is that the custom?—A. That is not the custom.

Q. Instead of carrying his pay forward that would be a case where the pension cuts the pay off and the pension is dated back; that might be an economical way, but it is hardly fair?—A. What we endeavour to do is to keep them on pay up till the date on which their pension goes into effect.

Q. That is the principle?—A. Yes.

*By Mr. Nesbitt:*

Q. As a matter of fact a great many of these boys are sent to convalescent homes and you keep them on pay just the same?—A. Just the same.

*By Hon. Mr. Oliver:*

Q. There was another case came to my attention—I do not want to make trouble but I want to know how it occurred—a fellow was injured by shot and was discharged at Quebec. At Quebec he was given his ticket to his home in Alberta, and \$7; that \$7 was to pay his board on the way home, and he was for some months without any further consideration. Under what circumstances did that occur?—A. Well, that man must be among the first that came back.

Q. Yes, he was one of the early ones.—A. Well, there were at one time, about 1,600 came out, and the authorities in Quebec were not in a position to deal with them all promptly. A great many of these men were sent to their homes until their cases could be looked into. Many of those who were sent home were lost sight of, and for a while I presume there was more or less hardship.

Q. But that was not supposed to be a settlement with that man. He would be entitled to come back and get his pension?—A. He is entitled to his pay and allowances up to the date he is pensioned.

Q. In the case of that fellow he would get his pay from the time he was discharged at Quebec until he gets his pension. In that case you carry his pay forward?—A. It would depend upon circumstances, whether he was ailing all that time, or not, I could not say without knowing the details.

Q. There was another case of the fellow who lost a hand, and he was in very much the same position, up to the time he came down?—A. A number of these cases did occur, simply because there were not facilities for handling them as fast as they arrived.

*By the Acting Chairman:*

Q. Do you think the "capacity of the individual for earning a livelihood in the general market for untrained labour" is a fair standard?—A. I hardly know what to think. In the United States they give specific sums for specific injuries. If a man lost one leg, he gets so much; if two legs, so much more; if he loses one hand, so much; and so on. There are a hundred different rates for the different injuries. That is one way of looking at it. There is this other way, which, I believe, prevails in Australia and New Zealand; that is the amount of incapacity, or the extent the man is damaged or rendered incapable of earning a livelihood.

Q. But "in the general market for untrained labour," do you think that should be added to the standard, or do you think it should be the extent to which he is incapacitated in relation to his avocation?—A. I would so suggest.

Q. What is the fairest of the three systems?—A. I believe the most satisfactory way is this recommendation here. I believe that it is the most satisfactory way you can deal with it. Look upon the man as to how much it unfits him for following the ordinary avocations of life, and at the same time have regard to the extent of his injuries.

Q. That is not what this says. Is it the ordinary avocations of life that should be the standard, or the capacity for earning a livelihood in the general market for untrained labour?—A. It seems it is for the amount of injury done to a man, according to the way it is put here. For instance, if a man has lost his leg he is materially incapacitated for manual labour.

Q. But not if he is a telegraph operator. What should determine the pension in that case?—A. I am inclined to think that perhaps the fairest way is the arrangement which they have in the United States. If a man has lost his leg, it seems to me that he should be given a pension on that basis, that is, for loss of one leg, or two legs, or one arm or two arms, or the loss of sight.

Q. Suppose you assume that standard for cases that you can specify. But as between the broader classes of cases, should it be in relation to capacity of earning a living in the general market, or in his own employment?—A. I do not like that; I would not say in his own employment. He might be a man earning a hundred thousand dollars.

Q. The salary has nothing to do with it, just the proportion of injury. It does not make any difference what salary he gets.—A. I think the extent of injury done the man.

Q. Take the telegraph operator; he loses his foot, but that does not interfere with his earning his livelihood. The man constructing sewers, or the plumber, loses his foot, which does not interfere with his earning a living. Would you give both cases the same pension?—A. If they were in the same ranks, yes.

[Mr. John W. Borden.]

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Q. It would make no difference what the employment was at all?—A. That is the way they look at it in the United States. I think it is the fairest way.

Q. That is not the way you are carrying out the system here at the present time?—A. That, I think, was the intention. I do not know whether they are carrying it out that way.

Q. Take, for instance, a man who loses his hearing and is a telegraph operator. Would you give him any pension at all to speak of? He is quite capable of earning his livelihood in the general market for untrained labour?—A. Certainly. A man who has lost his hearing has been damaged.

Q. But very trifling in relation to the general market for untrained labour?—A. He should get some compensation.

Q. But leaving that just for a moment?—A. For total deafness in one ear the United States scale calls for a pension of \$10 a month.

Q. Would you make any distinction between the ranks, that is, privates and officers, and if so, why?—A. Well, because the officer has filled a more responsible position, and it is assumed his services to the state have been greater than those of the private.

Q. Is the pension given for service to the state or for the injury the man received in relation to his civil employment?—A. I think consideration should be given to both.

Q. How would you work that out? Take the case of two boys, coming from the same home, both married. One is a private and the other a captain; one volunteered in the first contingent, and the other in the later forces. If entitled to pension, would you give them the same amount or make a difference?—A. I would make a difference.

Q. As radical as the present system?—A. Yes, I think so. Of course, I might say in regard to that, you must remember there was a pension system existing before the war, and that when the scale was fixed the rates for officers were not increased, but the rates for the privates were increased.

Q. The pension list, of course, was for a regular army as distinguished from a volunteer army?—A. No, that was for the Militia of Canada. A Lieutenant-Colonel now, who has been away and has been injured, can draw a pension, according to your pension list of \$1,200 a year. You cannot say to him when he comes back: "We will only give you \$600, although this pension rate of \$1,200 was in existence before the war, but we do not think you should get that much. You shall only get \$600."

Q. You think it would be unfair?—A. It would be actually breaking faith with that officer.

*By Mr. Macdonald:*

Q. Have you any other reason than that?—A. My other reason is that it is generally acknowledged that the scale of pensions should increase with the rank, particularly for long service, as the officer has held a more responsible position than the private.

Q. That has been true under English conditions where you have the classes and the masses; but in a democratic country like ours where everybody volunteers, and some people get commissions because others cannot, do you think the distinction exists?—A. Sooner or later, the man who has ability is pretty sure to rise. For instance, over at the front they have been promoting from the ranks right straight along.

HON. MR. OLIVER: Many have been killed and wounded.

*By the Acting Chairman:*

Q. Have you made any estimate of what it will likely cost this country for 50,000 men on active service per year, for a pension list going on any other basis?—A. We did make an estimate, but it depends so much upon circumstances.



By the Acting Chairman:

Q. I saw an estimate that it would cost \$18,000,000 a year for pensions for 50,000 men engaged in active service for a year? What do you think as to that?—A. There would have to be some pretty hard fighting to make it that much.

Q. You think it would be very high?—A. This (producing document) was an estimate prepared upon the estimated number of killed and wounded by the War Office.

Q. Will you kindly read that?—A. (reads):—

(4) The War Office estimate of deaths and disablements is as follows:—

Deaths.. . . . .	15%	In a force of 100,000	=	\$ 15,000
Total Disablements.. . . . .	3%	" " "	=	3,000
Partial.. . . . .	6%	" " "	=	6,000
Slight.. . . . .	9%	" " "	=	9,000

Approximately 20 per cent of the force are married or are the sons of widowed mothers and, therefore, there would be 20 per cent of 15,000 to be provided for under the heading *Widows' Pensions*.

Assuming that the average number of children in family is three and that the average rate would be a little lower than that for a sergeant's widow, the annual cost for widows' pensions would be 3,000 pensions at \$500 each, \$1,500,000. Of the 3,000 *totally disabled*, 20 per cent, or 600, would be married.

Assuming the average man has a wife and three children and the average rate would be a little lower than that for sergeant, the estimate for these would be:—

600 Married soldiers at.. . . . .	\$600 00	\$	360,000
2,400 Unmarried soldiers at.. . . . .	300 00		720,000
<hr/>			
Total for men totally disabled.. . . . .		\$	1,080,000
Add:—			
6,000 partial disablements at.. . . . .	\$200 00		1,200,000
9,000 slight at.. . . . .	100 00		900,000
<hr/>			
Grand total annually.. . . . .		\$	4,680,000

March 1, 1915.

I think that is quite high enough.

Q. For how long is that?—A. For one year.

By Mr. Macdonald:

Q. That covers all classes?—A. That covers all classes.

Q. And it is based on the existing schedule?—A. Based on the existing schedule—well, up till the present, I think there is a statement here printed, which shows that there has only been \$500,000 paid.

By Hon. Mr. Oliver:

Q. How does this table work out with the actual facts? We had 30,000 to 50,000 men in the field for how many months?—A. I have worked that out and it is lower than that. We have had a force there for eighteen months, or over a year anyway, and the amount actually paid out is lower than that estimate.

By the Acting Chairman:

Q. Of course the field force has not been in actual service at the front all that time, a lot of them were in England for a great many months?—A. Well, we could work it out on a basis of 25,000 in active service for a year.

Q. And of course when it comes to an active offensive it will be heavier?—A. Certainly. It is very difficult to work it out exactly.  
[Mr. John W. Borden.]

## APPENDIX No. 4

*By Mr. Macdonald:*

Q. What do you say about the abolition of degrees?—A. My opinion is there should be five degrees.

Mr. NESBITT: That is what Colonel Belton said?

The WITNESS: I think there should be five, there are hardly enough now.

*By Mr. Macdonald:*

Q. You would distinguish between "total disability" according to the conditions under which it was received?—A. Yes.

Q. You do not agree with the first and second degrees as we have them now?—A. That is that they be divided?

Q. Yes?—A. Well, it might be, I think, left as it is although I am not very strong on that. I think the man who has been wounded by the enemy at the front deserves in a way more recognition than the man who has simply gone into camp, who has perhaps developed tubercular trouble or something like that, who has gone from the camp into hospital. It seems to me that the man who has been at the front and has suffered injuries, the loss of legs, or has been injured in some way, is entitled to more consideration.

*By the Acting Chairman:*

Q. I cannot see the difference it makes to a man or his family whether he is injured by a horse falling down while crossing the training field or whether the horse was shot under him at the front. It is the same thing to the family?—A. Well, of course, one man has done greater service to his country than the other man.

Q. Has he not shown his willingness to give service to the State by enlisting, and doing everything he can. What difference does it make whether a man is killed on the battlefield, or on the training field? What difference does it make to his widow?—A. You might say that of any man in civil life. Of course it is very hard for them to lose their support.

Q. But this is in military life?—A. There is so much illness due to a man's indiscretion. Men will get drunk and will do lots of things you know.

*By Mr. Nesbitt:*

Q. And a man gets shot because he pokes his head out of the trenches when he ought to be keeping it down?—A. They are pretty careful not to do that.

*By Hon. Mr. Lemieux:*

Q. That is the fortune of war?—A. There might be a new scale fixed which might apply to these cases and which would include these two first degrees of total disablement without regard to where it was received. Of course I have in mind one case which came up, that of a man who was going from Valcartier to the ship. There was a train standing across the road and he was too lazy to walk around the train, he thought he could crawl under it, the train started and took off both his feet and he was pensioned.

*By the Acting Chairman:*

Q. That was a case where a man was injured through his own fault?—A. Well, they will get their pensions, you can hardly stop them. If they are injured while on military service you can hardly stop them getting pensions.

*By Mr. Macdonald:*

Q. With regard to the other three classes what would you suggest?—A. I think there should be a considerable increase in the first degree, and then I think there

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should be four others. Of course that is a matter of detail to work out what they should be, but the first degree should be considerably higher.

Q. For total disablement for the rank and file?—A. Yes, higher than what is in the scale at present. I was on the first committee that considered this scale and maybe partly responsible for it; but then it is much easier, you know, to increase the scale than it is to reduce it after putting it in operation.

*By Mr. Nesbitt:*

Q. You say you would make it higher for privates, would you make any difference between married and single men for total disablement?—A. Yes, I think the married men should have more, but under the English regulations they do not consider the wife at all although they do the children.

Q. I mean a married man without children?—A. Yes, I think the man who is married should have more, he has a wife to support.

Q. But the other fellow that is totally disabled has to hire labour and support himself?—A. That is so.

Q. Would not that be as expensive as supporting his wife?—A. That question came up a while ago and I think homes should be provided for such cases.

Q. That is where they have to engage attendants to look after them because they are totally disabled?—A. Well, of course cases like that might be considered specially, but I am speaking generally. What is called totally disablement does not mean that a man cannot help himself. As I have said it is possible for him to lose both hands and still be able to do something for himself.

*By the Acting Chairman:*

Q. Total disablement under the regulation means that he cannot earn a living in the ordinary labour market, not that he cannot look after himself?—A. No. I think the married men should have more consideration than the single men.

*By Mr. Macdonald:*

Q. You know the argument that has been made here about that, do you not?—A. No.

Q. The argument has been advanced here that if a man is totally disabled so as to require the services of an attendant he is worse off than the man who is married?—A. Because the one has a wife.

Q. Yes, and it is urged that under those conditions they ought to be placed on the same basis?—A. Well, the man who has a wife has to keep up an establishment somewhere, he has to take care of his wife, and naturally a man who is totally disabled who is absolutely incapable of helping himself, should have money enough to enable him to live. Another man in a similar position and who is married should have a little more because he has a wife.

Q. Do you think it makes much difference if the man is so totally disabled that he has to be looked after who he is looked after by?—A. You are considering the case where a man is absolutely helpless; that occurs on very rare occasions.

*By Mr. Nesbitt:*

Q. Take a man, for instance, who is paralyzed?—A. Yes, that is total incapacity.

Q. I know a man in Oxford who is paralyzed from a railway accident and who has to get a man to take him out for an airing?—A. I would give him the same pension as a married man who was totally disabled and who had a wife.

*By the Acting Chairman:*

Q. Under the present system a man with both legs gone is totally disabled for the purpose of a pension, but whilst he is totally disabled he is not totally incapacitated

[Mr. John W. Borden.]



## APPENDIX No. 4

from looking after himself. You would give no greater allowance for a man who is totally disabled, according to the interpretation of the term used in the pension regulations, and one who is totally disabled and helpless?—A. Yes. For a man who is helpless certainly we should make special provision for him the same as in the United States, because they recognize when a man is totally helpless special provision should be made for him. That is to say they give \$1,200 a year to a man who has lost both feet, and in addition to that if the man is so disabled that he can not help himself they give him something additional, as I understand it, for an attendant.

*By Hon. Mr. Oliver:*

Q. I think there is something to be said for the wife of the man who is totally disabled. We are depending upon the voluntary system and the woman has a great deal to say whether a man volunteers or not. If she has permitted or encouraged him to volunteer I do not think you ought to pay her on the same basis as a simple attendant to a physical wreck. I think she is entitled to some consideration?—A. Yes, I think it is right.

*By Mr. Nesbitt:*

Q. She is entitled to some consideration as a wife? A. Yes, as a wife.

*By Hon. Mr. Oliver:*

Q. We cannot depend upon the single men entirely, we have to get the married men and we ought to treat the wife with some consideration on that account?—A. I think so, and if it were not recognized you would have pretty hard work recruiting.

*By the Acting Chairman:*

Q. Assuming that a man were disabled, if he were a married man you give him a greater pension than if unmarried?—A. Yes.

Q. If a man were unmarried and helpless would you give him more?—A. I would give him the same as a married man.

Q. If he were totally disabled and helpless would you give him anything additional?—A. If he were totally disabled and helpless I would be inclined to give special consideration to his case. There would not be many of them, but such as there were I would give special consideration to.

*By Mr. Macdonald:*

Q. It is a question in which you would have a schedule, under which you would give the pension authorities some discretionary powers. You could not make it hard and fast?—A. No.

Q. But something along those lines?—A. I would have some schedule laid down recording that if the man was absolutely helpless he would have additional consideration. I could not say just what it should be, that is a matter to be thought out.

Q. What would you say about the theory of having a pension scale fixed at a definite and certain basis so as to remove any inequality?—A. Yes, that should be done.

*By the Acting Chairman:*

Q. You would have some system similar to the American system which would allow a fixed amount for the loss of a leg or an arm or an eye?—A. Yes, I think it might be worked out in a little simpler way. That is to say you could have the five degrees, and you could put whatever of these disabilities you desired in the first degree and the others would be placed in the second, third, fourth or fifth. Of course the loss of both hands or both legs or the loss of sight would be in the first and the loss of one hand or one eye or one leg would be in another degree.

Q. You would group the disabilities?—A. Group the disabilities.

*By Hon. Mr. Oliver:*

Q. You would specify and group them?—A. Yes.

*By Mr. Macdonald:*

Q. Did you have an opportunity of talking with Mr. Frank Darling?—A. Yes, we had a conversation. He is inclined, and I quite agree with him, that the soldier who is totally disabled should have a pretty fair rate of pension. That was the sum and substance of his suggestion, but I do not agree with everything he said.

MR. MACDONALD: He suggests that \$12.50 per week should be the amount.

*By Mr. Nesbitt:*

Q. And he strongly urged that the unmarried man should have the same amount but you do not agree with him?—A. No, I do not agree with him there.

*By Mr. Macdonald:*

Q. I think he is only presenting one side of the argument there, and that is the side of the man. The question is whether you consider the sacrifice of the woman whose husband is totally disabled is not deserving of some consideration. He says, \$12.50 per week; how far do you go in regard to that?—A. Well, I think that is a pretty good rate. But if a man is totally disabled and helpless I think he should have quite that.

*By the Acting Chairman:*

Q. Do you mean married at the time of enlistment, or at the time he earns his pension?

Hon. Mr. OLIVER: Married at the time of enlistment.

Witness retired.

Lieut.-Col. W. S. CONGER, called and examined.

*By the Acting Chairman:*

Q. What is your duty in relation to pensions?—A. I am Officer Paying Canadian Pensions.

Q. You deal with the practical side of the matter?—A. Yes, and through that I get in touch by correspondence directly with the pensioners themselves.

Q. And with the Medical Board?—A. No, the medical part goes through the Claims Board.

Q. Will you tell us what you can that will be of assistance to us?—A. I thought it might be of some interest to know what it cost up to the present for each dependent, that is either the soldier, his wife, or his child. Figuring it up to the 21st of this month, it costs \$183.13 per annum per dependent. That is a little higher than it will work out next year, as it is taken on the basis of the first year, where we have an extra number of widows or widowed mothers who get the two months' gratuity when the pension commences. So this amount averages up a little higher than it would otherwise.

*By Mr. Nesbitt:*

Q. That is, taking the same number?—A. Yes. I might state that we have had a greater percentage of widows than men. We have had widows from the first, and the disabled soldiers we have been getting only lately. The percentage of widows in these figures is greater than it would be at the conclusion of the war.

[Mr. John W. Borden.]

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*By the Acting Chairman:*

Q. Do the death claims come in very rapidly?—A. Much more rapidly than for the disabled soldiers.

*By Mr. Macdonald:*

Q. Can you tell us how many death claims have been paid?—A. We have paid widowed mothers receiving pensions, 56; mothers, 21; fathers, 1; sisters, 2; invalid brothers, 1. And then on account of step-children, other dependents, orphan children, 39; widows, 524.

Q. How much does that make altogether?—A. I have not added them up, between 630 and 640 death claims. (See Exhibit 3, page 106 herein.)

Q. That is the total number receiving pensions?—A. We have really dealt with Orders in Council, that is pensions granted on account of a soldier being either wounded or killed. We have dealt up to the 21st of March with 1,631 cases. We have some 250 cases on hand that will be dealt with before the end of the month. And our total expenditure for those per annum the first year is a little higher than it will be other years, and amounts to \$466,974, while we have actually spent to the 21st of this month, including those paid by the High Commissioner for Canada up to the 29th of last month \$317,080.86. That is, we have not spent over \$400,000 out of the two millions voted last year.

*By the Acting Chairman:*

Q. You stated that there were two sisters included in the list of dependents and an invalid brother, apparently where the soldier had died. On what ground did you pay in those cases?—A. The Order in Council granted a pension in one case to the sister of an unmarried officer. She was solely dependent on this officer. As a matter of fact, he was an Ottawa man, a doctor. A pension was granted to her.

Q. In any pension scheme, how far do you think collaterals should be considered who are dependents?—A. I think there should be very few cases. In a case of that kind, where a sister shows that she has no private income, and absolutely proves that her brother was the sole support, it could be considered. But where she had a private income sufficient to keep herself, I do not think a pension should be granted. The further we get away from the widows and children and widowed mothers, the more we branch out, makes it so much easier to continue to branch out and take in everything. That is one point, in paying these pensions, I think we should limit as far as possible to only the most deserving cases. Of course, those two cases I spoke of—the sister and the invalid brother—were two very deserving cases, and there are only three cases so far that we have had.

Q. Don't you think pensions should be granted on principle rather than on discretion?—A. Well, they should be, yes.

Q. What do you think should be the principle?—A. Well, I would not like to express an opinion on that. That really does not come under my particular work. That is really a question for the Pensions and Claims Board to deal with.

MR. GREEN: Would not the measure of actual dependence be the principle?

THE ACTING CHAIRMAN: That is getting to be quite a question already. I have heard it raised in various ways.

MR. MACDONALD: A man's grandmother, for instance, might be actually dependent upon him, and in all probability would be.

THE ACTING CHAIRMAN: And there is the case of the widowed sister.

MR. MACDONALD: I think the true test ought to be dependency. It should be on principle alone. If a pension is provided for it ought only to be on account of dependency and not by favour.

THE ACTING CHAIRMAN: It should be on principle, and not a discretionary matter.

MR. NESBITT: It should be discretionary as to who were actually "dependents."



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The WITNESS: The pensions that have been granted so far to the widows have been satisfactory. I have not had a complaint from a widow that the pension is insufficient. One widowed mother wrote to me that she thought the pensions ought to include all the relatives, everybody connected with them should get a pension, but there has been no complaint as to the amount being insufficient. Some men have written in that the pension is not great enough, and I think in several cases the complaint was caused by the fact that we have not a sufficient number of degrees. One man might come under a certain degree, and would be a great deal better off than another who came just within the next. I have had several letters from widows thanking me for their pensions which were very acceptable.

*By Mr. Macdonald:*

Q. How much do you give the widow?—A. The widow of a private gets \$22 per month and \$5 for each child for boys up to fifteen and girls up to seventeen, and a bonus of two months' gratuity. With regard to the degrees of pension for loss of limb or loss of eye, I am rather taken with the American system, so much for each separate loss, and then when a man is earning sufficient, or what we consider a good living, all he gets is so much per month for the loss of a limb, or according to the injury he has sustained. But when a man sustains an injury to his earning power so that he is not able to earn a fair wage then the difference between his earnings, coupled with the amount of his pension for the loss of his leg and the amount he should have to bring him up to the standard should be made up. For instance, if a fair wage is considered to be \$52 a month and if the man is granted \$15 a month for the loss of his leg and if he earned \$25 per month in the labour market, then he should be given a third degree pension of \$11 per month and that will bring him up to the standard. I think that the man who was earning \$8,000 or \$10,000 before he entered the service, if he lost a leg he gives something to the service of the State, but although he probably does not need the pension he is entitled to it, and he feels that he has earned it.

*By Mr. Nesbitt:*

Q. Supposing you take into consideration the case of a man who gets \$16 a month for the loss of his leg and although he might earn \$25 per month more he refuses to earn anything, would you make up the difference between the \$16 and the \$52?—A. Not if he were absolutely worthless and refused to try to earn anything. The Medical Board in the locality in which he lives would be able to ascertain whether he tried to provide for himself to any extent, and if he did not I think that the man who absolutely refused to work should not get any further consideration.

*By Hon. Mr. Oliver:*

Q. He might assert that the labour conditions were such that he could not get employment, that is a consideration sometimes?—A. That is a consideration if he could not get employment.

Q. And two years ago the conditions were such that a man could not get employment?—A. No, possibly he could not.

*By Mr. Nesbitt:*

Q. In a case of that kind you would leave a certain amount to the wisdom of the Court of Review, the Pensions Board?—A. In a case of that kind, certainly.

*By Mr. Macdonald:*

Q. I would not leave the question of whether a man could work or not to any local medical board. The local doctors do not know sometimes anything about a man's ability to get work?—A. These medical boards we have appointed now—in the old days the 1885 pensioners were allowed to send in two medical certificates from two local practitioners stating that they were still suffering from the disability which

[Lieut.-Col. W. S. Conger.]

## APPENDIX No. 4

gave them their pension. These came in every year. Abuses occurred, because no local doctor would turn the pensioner down; but since we have had our medical boards we have found out, in some cases, that there has been no disability for some years. Under the other system, the local doctors just filled out the form and sent it in. That is not the case under the present system of medical boards.

*By Mr. Macdonald:*

Q. Are they under the Militia?—A. Yes. It makes a difference.

*By Mr. Nesbitt:*

Q. It is to be hoped that these medical boards are wiser than those which examined recruits. There are many recruits rejected after they have been once passed?—A. The medical boards examine these cases. They get a medical history each year the examination takes place. It is supplied to them, and gives the condition of the men on the last medical examination, and they have the history of each.

Q. You give them a blank form?—A. The Pensions Board supplies the form and the history of the case. Then with the total disability cases that seem to be coming up, I think we should have soldiers and sailors homes where a man totally disabled, and unable to look after himself, would be put, and be given a small pension to buy a few luxuries. These homes could be used afterwards for pensioners who have been earning a living up to a certain age until they are too old, and they could be kept there and given a small pension.

Mr. NESBITT: That is a good idea.

Mr. MACDONALD: Yes. The really disabled man might be left without family or friends, and without some provision of this kind might have nowhere to go.

Hon. Mr. OLIVER: Would it not be a good idea to have the witness make a report on that? (See page 107 herein.)

*By the Acting Chairman:*

Q. Will you submit a memo. with regard to your views on this subject?—A. I will, sir.

The ACTING CHAIRMAN: Having glanced through these statements from which the witness has been quoting, I think it would be well to have them on the record. (See Appendix to evidence, Exhibit No. 3. p. 106.)

*By the Acting Chairman:*

Q. In regard to the cancellations here, a widow not being a legal wife, are the Pensions Board taking the position that if a man is not married, although living with a woman, she is not entitled to a pension, although he may have been living with her as his wife?—A. These cases in particular are where men have come out to this country and have married here, and at the same time have had a wife in England.

Q. To which do you give the pension?—A. The pension has been paid to the first wife.

*By Mr. Nesbitt:*

Q. That is the legal wife?—A. The legal wife. The cancellation of those pensions that you speak of has reference to pensions that were granted, it being afterwards ascertained that the woman was not deserving of the pension.

*By the Acting Chairman:*

Q. If a man is living with a woman as his wife, and she is not his legal wife, does she get a pension?—A. Yes.

Witness retired.

Committee adjourned.

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(5) APPENDIX TO EVIDENCE (EXHIBIT No. 3).

CANADIAN PENSIONS—European War—Being Paid to Deceased Soldiers' Dependents.

		Children.	Total Pensioners.
Widowed mothers.. . . .	56		
Mothers.. . . .	21		
Fathers.. . . .	1		
Sisters.. . . .	2		
Brothers.. . . .	1		
Other dependents (step children, etc.).. . . .	5	3	
Orphan children.. . . .	20	11	
Widows.. . . .	524		
Children.. . . .		848	
Total.. . . .	630	862	1,492
Cancellations—			
Widowed mothers (death).. . . .	1		
Widows (death).. . . .	1		
“ (receiving Imperial pension).. . . .	1		
“ (not deceased soldier's wife).. . . .	2		
“ (not legal wife).. . . .	1		
“ (unworthy).. . . .	2		
“ (husband not dead).. . . .	1		
“ (re-married).. . . .	10		
	19		
Children.. . . .		20	39
Total.. . . .	611	842	1,453

STATEMENT of Pensioners to March 22, 1916.

Total pensioners paid.. . . .	1,677
Less cancelled.. . . .	46
	1,631
On hand to be paid.. . . .	260
Total.. . . .	1,891
May.. . . .	\$ 4,562 22
June.. . . .	7,483 67
July.. . . .	17,618 80
August.. . . .	13,483 65
September.. . . .	29,541 45
October.. . . .	37,422 68
November.. . . .	27,444 55
December.. . . .	26,124 33
January.. . . .	28,773 28
February.. . . .	44,021 71
To March 22.. . . .	32,288 48
	\$ 268,764 82
Paid by the High Commissioner.. . . .	48,316 04
	\$ 317,080 86

FINANCIAL STATEMENT from Officer Paying Canadian Pensions, showing the amount of pensions to be paid for one year for all pensions granted, to 21st of March, 1916.

RECAPITULATION.

Widows, widowed mothers and other dependents.. . . .	\$ 296,859 00
Officers, N.C.O's, and men.. . . .	170,115 00
Grand total.. . . .	\$ 466,974 00
Average annual amount for each pension by O. in C.. . . .	\$ 278 46
Average annual amount for each dependent.. . . .	183 13



## APPENDIX No. 4

## HOUSE OF COMMONS,

COMMITTEE ROOM No. 110.

THURSDAY, March 30, 1915.

The Committee met at 10.30 o'clock, a.m., the Chairman, Hon. Mr. Hazen, presiding.

Mr. MACDONALD: Senator Boyer, who is the father-in-law of Colonel Mignault, Officer Commanding No. 4 Stationary Hospital in France, has presented for the information of the Committee a report prepared by that officer on the system of re-education of the wounded showing their methods of dealing with this matter. Accompanying the report, which is a voluminous one, is a number of photographs showing up-to-date methods by which people who have lost arms and other limbs are fitted so as to be able to engage in various occupations. I simply wish to submit it for the inspection of the Committee.

The CHAIRMAN read a letter forwarded by the Prime Minister from Mr. Geo. A. Kingston, member of the Workmen's Compensation Board of Ontario, offering to furnish statistics in relation to that board for the information of the Committee.

Mr. Nickle was requested to invite Mr. Kingston to appear before the Committee.

The CHAIRMAN read a communication from Lieut.-Colonel W. S. Conger, as follows:—

(6)

OTTAWA, March 29, 1916.

To the Chairman,  
Pensions Committee,  
House of Commons.

SIR,—I have the honour to submit the following at the request of your Committee.

In my opinion I believe that we should have soldiers and sailors homes where the totally disabled soldier could be given a home as it is altogether likely that many of these men will not have a home of their own to go to.

I believe that these homes should be under the control of the Military and Naval Authorities.

That wherever a home is selected there should be some acreage around it.

These homes could be used by pensioners who have reached a certain age and are unable to earn anything in addition to their pension. It would not be necessary then for our Canadian pensioners to depend, to a certain extent, on charity in their old age.

I would suggest that all pensioners going into a soldiers and sailors home would continue to receive their pension, but that part of it (say \$3 or \$4 per month) be paid to the pensioner and the balance should go to the home, and this money used to help support the institution. A number of these pensioners would be able to do a certain amount of work and therefore my suggestion that the home should have acreage where garden produce could be raised.

In England and the United States they have homes for soldiers and sailors and if your Committee desired detailed information the same could be obtained from the Commissioners of Chelsea Hospital.

When I offered this suggestion of a home to your Committee on Tuesday morning I had not gone into the subject as to conditions under which they are managed, etc., but to give my opinion as to what could be done with the totally disabled pensioners.

I have the honour to be, sir,  
Your obedient servant,

(Sgd.) W. S. CONGER, *Lieut.-Colonel.*  
*Officer, Paying Canadian Pensions.*

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Mr. MACDONALD: In regard to the question of soldiers' homes, the more one thinks about the subject, the more you come to the point where you deal with the totally disabled, the conclusion is reached that there will be a number of men who have no family affiliations that would guarantee them being looked after. I think we are up against the problem of Soldiers' and Sailors' homes. I was asked to join a deputation to wait on the Minister of the Naval Service the other day, to ask him to give a grant to some Soldiers' and Sailors' home on the other side. This is a very estimable project, but it seems to me that many good people in the country rush off into projects without knowing where the end is going to be.

The CHAIRMAN: I saw that delegation and they really were not able to give me any information or tell me what would be accomplished by this scheme. I asked what provision was to be made for Canadians in the hospital, and there appeared to be none so far as they knew. They seemed to have rushed into it without due consideration. They wanted to raise about \$50,000.

Mr. MACDONALD: I declined to accompany them. If Canada is going to raise money we want it for Soldiers' and Sailors' Homes for ourselves.

The CHAIRMAN: Undoubtedly that has to be dealt with, but whether or not at the present moment I cannot say. But we shall be up against it in the future. I am not quite sure that it is within our function at present.

Mr. MACDONALD: If we knew there were to be Soldiers' and Sailors' Homes in Canada, in considering what the ultimate pension scheme ought to be, more particularly with regard to total disability, you would have a condition where the unmarried man, after a certain age, would be provided for. It would solve a lot of problems. For that reason I think it would be desirable, at least that would be my opinion, before many worthy people give their money for a home on the other side, they should be reminded that charity begins at home.

The CHAIRMAN: This home, as I understood, was not to be for navymen but for merchant sailors, because I understand the navy maintains homes for its own sailors. But in Great Britain they have no system of sick seamen's funds such as we have here. There is a tax put on at all ports, for this fund which is administered by my department. In the old country they depend upon voluntary subscriptions.

Mr. NICKLE: Hasn't the Hospital Commission this matter under consideration?

The CHAIRMAN: Yes, I think so.

Mr. NICKLE: In case these institutions were founded, there could be some adjustment of pension made?

Mr. MACDONALD: A totally disabled man who has no family, is paid an allowance for someone to look after him. That could be all cut off if we had a soldiers' home.

Mr. NESBITT: I think we will meet the suggestion that someone wrote to the Chairman about, that pensions would go on just the same.

Mr. MACDONALD: I am not discussing the details. This Committee has nothing to do with it, as the Minister says. I mentioned the matter on account of Colonel Conger's letter, and on account of the fact that the matter came under my notice the other day. I think it is well that these worthy people should be reminded that it would be most desirable to devote their energies and money to establishing a home in Canada for our disabled men.

The CHAIRMAN: I do not believe there would be any difficulty in this country in getting large subscriptions for the establishment of homes of that kind, if it was thought advisable to do that.

Mr. NESBITT: I do not think you should ask the people to subscribe. That is a matter for the Government to provide.

The CHAIRMAN: I am just making the suggestion. There will be people in different parts of the country who may want to do this as a private matter. If they do they should not be discouraged.

Mr. MACDONALD: You could get the necessary amount at once. A very much larger subscription than \$50,000 could be secured if there were a campaign for a

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Canadian institution. The only importance of this matter to us as a Committee is that if there are to be soldiers' homes, it would solve some of our problems with reference to a pension for the totally disabled.

The CHAIRMAN: It would solve this question of paying for an attendant.

Mr. MACDONELL: Before we consider the question of pensions at all we have to decide whether we are to have this Home or not. If we are going to have Homes, it will eliminate from the pension the need for maintenance and care of the men.

The CHAIRMAN: Suppose we say that there shall be something allowed for an attendant; in the event of the pensioner becoming an inmate of the Home established for disabled soldiers or seamen, this allowance should not be paid. It will take a long while to work all these details out, perhaps a year or two.

Mr. NICKLE: Can we not handle it best by dealing with it as a financial problem, and letting the Military Hospitals Commission make such arrangements later on? We may give the aid, and if they found soldiers' homes they can make arrangements with pensioners as to what they shall pay.

The CHAIRMAN: I think we had better find out what the Commission will do. Perhaps Mr. Scammell could tell us.

Mr. NESBITT: Mr. Dobell can tell you all about it.

Mr. MACDONALD: My view is that some occasion ought to be taken to let the Canadian public know, before they rush to subscribe to the proposed English fund, that a Soldiers' and Sailors' Home in Canada will, in all probability, be a necessity, and it is for them to consider whether their subscriptions should not be reserved for Canadian Homes.

Mr. MACDONELL: As we have no navy, and as we have a seamen's fund, we have no other seamen to take care of. If we establish a fund in England, we are simply establishing a home there for English soldiers. It is a praiseworthy object.

The CHAIRMAN: There is a letter here from Colonel Belton giving his idea regarding the different degrees. (Letter read and discussed by Committee.)

(7)

"DEPARTMENT OF MILITIA AND DEFENCE.

OTTAWA, March 29, 1916.

To the Hon. J. D. HAZEN,  
Chairman of Committee on Pensions,  
House of Commons,  
Ottawa, Ont.

*Degrees of Pensions.*

SIR,—In compliance with your directions, I have the honour to submit the following to replace subsections of Article 641, Pay and Allowance Regulations, Canadian Militia:—

(a) The first degree shall be applicable to those who are rendered totally incapable of earning a livelihood as the result of wounds or injuries received or illness contracted on Active Service, during drill or training, or on other military duty.

(b) The second degree shall be applicable to those who are rendered in an extreme degree incapable of earning a livelihood as a result of injuries received or illness on Active Service, during drill or training or on other military duty.

(c) The third degree shall be applicable to those who are rendered in a material and marked degree incapable of earning a livelihood, as a result of injuries received or illness contracted on Active Service, during drill or training, or on other military duty.

(d) The fourth degree shall be applicable to those who are rendered in a material but limited degree incapable of earning a livelihood as a result of



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injuries received or illness contracted on Active Service, during drill or training, or on other military duty.

(d1) The fifth degree shall be applicable to those who are rendered in a small degree incapable of earning a livelihood as a result of injuries received or illness contracted, on Active Service, during drill or training, or on other military duty.

I have the honour to be, sir,  
Your obedient servant,

(Sgd.) C. W. BELTON, *Lt.-Colonel,*  
*Member of Pensions and Claims Board."*

The CHAIRMAN: The first degree (a) combines a and b in the existing scale. It eliminates the distinction between injuries received in the face of the enemy and those received during drill or training or on other military duty.

Mr. NESBITT: What is the necessity for "on active service, during drill or training, or on other military duty," would not active service be sufficient?

The CHAIRMAN: I presume that is to draw the distinction between messengers, elevator men and other officers of the Militia Department who are engaged only in what might be termed ordinary civil employment and those who are in the active militia.

Mr. NESBITT: Is not the man who enlists and goes to camp as much on active service as the man who actually sees service in the face of the enemy. Ought not the words "active service" cover it.

Hon. Mr. OLIVER: My idea is that we should deal with the men on overseas service in this war only in preparing a scale of pensions. We do not want to make the scale for the government of the militia after the war is over.

Mr. MACDONALD: The men we want to deal with are those who are known as the Canadian Overseas Expeditionary Force, and we want to deal with them from the time they enlist until they come back, no matter what they are doing.

The CHAIRMAN: Would it not be better, having heard the suggestions in Colonel Belton's letter, to get either Colonel Belton or some other officer of the department here and discuss the various questions arising out of the proposal to divide the schedule into five degrees. It seems to me that in every case of this kind you will have to trust something to the judgment and good sense of the men who are appointed to administer the regulations.

Hon. Mr. OLIVER: Do you not think that the definition of each of these degrees should contain an illustration of the nature of the injury intended to be covered by that degree, and that it should be understood that that illustration should have the effect of a rule as to what constitutes disability under that particular degree? That is to say that in the case of total disablement, for instance, the injuries that would constitute total disablement would be specified, in a general way. Of course that would not cover all the cases that would come under that classification, but it would be a guide as to the interpretation to be put upon it.

The CHAIRMAN: That is one of the things that will have to be worked out but, as I say, in every case of this kind you have to rely to some extent upon the judgment of those who are administering the regulations.

Hon. Mr. OLIVER: But you must give them some rule of guidance, not absolute perhaps, but something so that there will be no dispute, and a general understanding as to what is the intention. If you leave it to the man who is dealing with it, that takes it out of our hands and leaves room for an interpretation to be placed upon the regulation which may be totally at variance with our intention in making this scale.

Mr. MACDONALD: We have got to consider whether we are going to follow the American system, and that is wrapped up with the question of degree.

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Mr. W. M. DOBELL, called and examined.

*By the Chairman:*

Q. You are a member of the board that is dealing with the Canadian Convalescent Homes?—A. Yes.

Mr. NESBITT: Inform Mr. Dobell we want to find out just how far the Hospitals Board are going with their work.

*By the Chairman:*

Q. We wanted to get some idea what the Hospitals Board are doing, and if they are taking any action with regard to homes for men who come back injured from the war; I do not mean convalescent homes, but real permanent homes?—A. There has been no suggestion made yet of starting any permanent home for totally disabled men. The experience on the other side, I find, is that the percentage of totally disabled men is extremely small when you come down to the actual figures.

*By Mr. Macdonald:*

Q. You have seen the book explaining Dr. Amar's system and showing how the so-called totally disabled soldiers are being dealt with by the French Government?—A. Yes, I have seen it. Out of the men who are sent to Dr. Amar, and who are presumed to be all totally disabled and incapable of doing anything, he makes 80 per cent partially self-supporting, so that the percentage of those who have to be treated as totally disabled is very small. Now we feel the danger is that if a home were established where men would be kept permanently doing nothing, there are always a great many malingerers and idlers who want to do nothing if they find they can do so. The only provision in France—and when I say that there are over 50,000 men in that country with mutilations and disabling wounds, it means a good many—the only provision they have got there is the Hotel des Invalides, in Paris, which has been in existence for a good many years, and they have not had to increase their accommodation. Any small number of men who have not got homes and are totally disabled are sent to the Hotel des Invalides.

*By Mr. Nickle:*

Q. What do you mean by the expression, "totally disabled"? Take for instance a man who is a telegrapher and has lost both legs. Would he be considered totally disabled?—A. No, because he still could earn a certain amount.

Q. Here they tell us they have been using the term "totally disabled" as being a man incapable of earning his living at manual labour. Do you put any such construction on it?—A. There is room for a little misunderstanding there, I think. A man who lost both legs would be considered totally disabled, and he would get the "totally disabled" pension. But after treatment he would not be totally disabled. That is to say, that man would not have to go into a home and stay there for the rest of his life.

Q. He has still got his vocation?—A. He has still got his vocation. I do not know whether you wish me to proceed with my statement or give you information in reply to questions.

The CHAIRMAN: We would prefer that you go on.

Mr. DOBELL: The great trouble they had in France—that is to say Mr. Herriot Mayor of Lyons, who was the first to start this training, and Doctor Bourillon, of the National Institute at St. Maurice, near Paris—the great difficulty they had at first was to get any men to take the vocational training. It was not clear that the men's pensions would not be reduced in proportion to their earning capacity, and therefore those men would do nothing until they were allotted definitely their maximum pension.

*By Mr. Macdonald:*

Q. Pension for life?—A. Yes, for life. Now the French Government made an official statement that when a man was allotted his pension that would not be interfered with no matter what he earned afterward. The pensions are allotted on the percentage of physical disability estimated in their own labour market. That is to say, the human body is treated as a machine.

Q. That is the French basis?—A. Yes. The English basis is different. In England, when a man goes back with the loss of a leg, or a disabling wound, he is granted a temporary pension. At least the Government calls it ten and sixpence a week pension, and fourteen and sixpence a week subsistence allowance. Now, at the end of six months that man is "boarded" again, and if he is found to be earning sufficient to make up to 25 shillings a week, his pension is cut down. That is to say if he is earning ten shillings a week, then his pension is made fifteen shillings, the intention being to guarantee a man always a minimum of 25 shillings a week.

Q. His earnings are deducted from the maximum amount?—A. Yes to the extent of ten and sixpence a week. But the ordinary Tommy looks upon that 25 shillings a week as a pension entirely. He does not divide it in his mind as the Government does, and the consequence is that the great majority simply sit back and say: "I am not going to earn anything until my 25 shillings a week is allotted" the result being that many of these men are so demoralized by idleness that their capacity for earning at the end of the time is very seriously interfered with.

*By Mr. Nickle:*

Q. You prefer the French system?—A. I do, and that is the Belgian system also. The same thing has arisen under the Ontario Commission in regard to securing employment for the wounded soldiers. Several of them thought they would lose their pensions if they worked and therefore did not want to take up any occupation.

The CHAIRMAN: It puts a premium on idleness.

Mr. DOBELL: Exactly. It is putting a premium on idleness. I came across a case myself in the Soldiers' and Sailors' Help Association workshop. That is an institution which is entirely self-supporting, and they employ not only disabled soldiers and sailors but also their wives and families. In that way they do a great deal of work. I saw a man there who was working in the basket room. His leg was off at the thigh and he had been allotted 25 shillings a week. Just a few days before I saw him he had been notified that his pension had been cut down ten and sixpence a week because he had gone into this Association, had learned a trade and was earning a good wage. Thirty shillings a week is a good wage in England. That man said to me: "You see, sir, if I had sat back like some of my pals and done nothing and drunk beer I would have got my 25 bob, but now they are going to cut me down ten and six."

*By the Chairman:*

Q. The French and Belgian idea is that when a man has served his country and been wounded he is given a pension. That is something that is due to him from the State?—A. Exactly.

Q. For the service which he has rendered?—A. Exactly.

Q. And it makes no difference what he may do afterwards, he is entitled to that for the rest of his days?—A. That is it.

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Q. And if he has the energy to go to work and earn more money those earnings are not interfered with?—A. No. At the Christmas Examination at the Lyons Home there were 38 men went up for examination in bookkeeping, stenography and other clerical work. Everyone of them passed, and everyone of them got good situations before they left; and the superintendent told me that the majority of these men were earning more than they had ever earned in their lives, but they were still getting their pensions.

*By the Chairman:*

Q. Are the pensions in France as large as they are in Great Britain?—A. No, they are not. I have a copy of the French pensions, but it is at the Military Hospitals Commission's office.

*By Mr. Macdonald:*

Q. It would be most desirable to have that information?—A. I think Mr. McLennan is having it translated. I brought back a good deal of literature in French which is being translated.

*By the Chairman:*

Q. Do you remember what the French pension is for a private soldier totally disabled?—A. A totally disabled man can get 965 francs a year, I think.

Q. That is about \$180 a year?—A. About \$190 a year.

*By Mr. Nickle:*

Q. How does that compare with what an ordinary man could earn per year for unskilled manual labour in France?—A. It is less.

Q. Much less?—A. I think I have some figures on that. I think it is about a quarter less, a third to a quarter less than a man would ordinarily earn.

*By Mr. Macdonald:*

Q. Mr. Dobell, you spoke about the totally disabled percentages being very low, and attributed that to the development of the Amar system. That is due, of course, to the peculiar conditions as to the development of that system in France. Do you feel that that could be worked out in Canada in a systematic way to bring about the same results?—A. The Belgians are doing exactly the same thing. They got a hospital fixed up on this Amar system. One of these Belgian doctors studied with Dr. Amar about four months.

*By the Chairman:*

Q. Has your commission given any attention to the establishment of a system of that kind in Canada?—A. Yes, and they recommended, Mr. Hazen, that a central depot, preferably in Toronto, should be established for the making and fitting of artificial limbs. At present artificial limbs are being supplied all over the country, wherever a man happens to be. I was in Edmonton the other day, Mr. Oliver, and met a man who had an artificial arm that pained him. It had been made in Toronto. I have an artificial arm myself, and know how necessary an accurate fitting is. People say that these men will object to being kept away from their homes for two, three, four or possibly six months in some cases, but if you are going to limp all your life with an artificial limb you want to get that artificial limb in the first place properly made, and three or four months away from home does not make any material difference. My recommendation is that these artificial limbs should be supplied at some central point in Canada, preferably, I think, Toronto, where the best surgical and orthopedic treatment can be given, and where the men, while waiting for their limbs, can be trained on the system without impairing their time.

Q. Special vocational training?—A. Yes.

*By Mr. Macdonell:*

Q. In France, the totally disabled man would get \$192 in our money. There is no deduction made from that in case of partial recovery?—A. None whatever.

Q. Is there any deduction if he goes to a soldiers' refuge or home?—A. For vocational training, do you mean?

Q. Yes.—A. In France they have about fifty of these vocational training establishments. They are all getting a certain grant from the state, but they are being started by the districts or the towns in different centres in France with a certain amount of private assistance, and then the state practically comes and makes up what they have to make up.

Q. Do they charge the soldier a certain amount for maintenance?—A. I was going to say that, in Lyons the state allows them three francs 50 centimes per day per man. They give the man 1 franc 25 centimes per day. They keep him in every way, they teach him his trade, and while he is in there his wife gets his pension and he gets 1 franc 25 centimes which he can send to his wife or use as he likes. But out of the 3 francs 50 centimes which the state allows, they give the man 1 franc 25 centimes; and it costs them about 5 francs. The balance is made up by the city and by private subscriptions.

Q. The soldier is charged nothing?—A. Nothing at all.

Q. So starting out with the class of total disablement, a soldier in France would get a permanent pension amounting to about \$190 per annum, that is no deductions are made from that either in case of his partial recovery or for his maintenance in these homes or educational establishments?—A. Soldiers' homes?

Q. I meant the school.—A. There are no soldiers' homes except the Hotel des Invalides.

*By Hon. Mr. Oliver:*

Q. Who pays for the artificial limbs?—A. The state, and it keeps them in repair.  
Mr. MACDONELL: No deductions are made?

*By the Chairman:*

Q. Are there no homes for men who are unable to take care of themselves?—A. That is what I have tried to explain, sir. The percentage of those cases is so small that it has not been found necessary to increase the accommodation in the Hotel des Invalides, which has been in existence for a great many years; and the men who are totally disabled either go to their own homes and are taken care of by their pension with their people, or they go to the Hotel des Invalides.

*By Mr. Macdonell:*

Q. Are they allowed anything for an attendant in the Hotel des Invalides?—A. No, they are not.

*By Mr. Macdonald:*

Q. Do you not think there is a difference in the climatic conditions of France and Canada? They do not have the severe winter conditions that we have here. In Southern France, for instance, the conditions of life would be very much different?—A. Yes, and living is very much cheaper.

Q. The winter problem makes the situation more serious in Canada, more even than it is in the mother country or the United States?—A. There is a point to be brought up, that in France there is as yet no uniformity. All these different establishments are more or less run on their own lines. I have described the system in Lyons. There are other homes. There is a home in Paris where they have both "living-in" and "living-out" patients. If a man lives, out, he lives at his own

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home; he goes to school in the morning, he gets his dinner there; and he is paid four francs a day. Now, in a home where he lives in, under the same management, he is found in every way, and he gets paid nothing except his proportion of the proceeds of what he makes. I should say that in all these places the men are paid the proportion that is received for the work that they do.

*By Mr. Macdonell:*

Q. In addition to his pension?—A. Yes. The Belgian Government established a training school at Vernon, between Rouen and Paris. They only opened up last August, and by January they had repaid to the Belgian Government the entire capital cost amounting to 750,000 francs. They had paid that back to the Belgian Government out of the proceeds of the work done.

Q. It is conducted on the co-operative principle?—A. Of course, they worked very largely for the war office; they made things required for the country. But at the same time they supplied these goods for very much less than the country was paying for them in the open market. Munitions, for which they were paying thirty francs apiece in the United States, that is to say they paid that to the American manufacturers for them landed at Havre, Bordeaux or wherever they got them, they were able to deliver to the Belgian War Office at ten francs each, and then they made 28 per cent profit at that price. They make all their own tools, and all the tools that the Belgian War Office requires. They also teach 43 different trades in that place, it is a very remarkable establishment, but of course there are conditions in connection with it which do not exist in this country. The principle one is that the entire population of Belgium is mobilized. Therefore if they want a professor or instructor in any trade they simply take the commercial directory of Belgium, look up the list of that trade, pick out the man they want, find out what regiment he has been sent to, and they simply send word to his commanding officer to send him there. That man has to come, and no commanding officer can interfere with the call to that man. His pay is 43 centimes a day, that is four pence halfpenny, and I saw a man teaching modelling in clay there who had the largest atelier in Brussels before the war; I presume he would be called an artist of the very highest class, and, yet, that man was working training these men at four pence halfpenny per day.

*By Mr. Nickle:*

Q. Granting that a man was totally disabled and helpless, would you be in favour of granting an additional allowance for an attendant?—A. Do you mean a man that is absolutely unable to work, to do anything?

Q. Oh, yes?—A. Well, for the man who has not a home, if there is a sufficient number of those men to warrant it there should be homes established.

Q. But assuming that there is not a sufficient number of men of that class to justify establishing homes, taking it for granted that a man is totally disabled, he cannot look after his creature comforts, should he get an additional allowance for an attendant?—A. Certainly.

*By Hon. Mr. Oliver:*

Q. What is your idea as to the amount of such an allowance? How would you adjust such allowance?—A. Well, Mr. Oliver, I cannot say that I have given any thought or looked into the question of figures on that point. But for the man who is absolutely and totally disabled you have either to get a private home or else give him such an allowance as will enable him to live.

*By Mr. Nesbitt:*

Q. Enough to enable him to provide one for himself?—A. Yes.

MR. NICKLE: There will be a lot of men totally disabled, that is unable to earn a living, but there is another class who are totally disabled and cannot even help themselves.



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Mr. NESBITT: I would start out with "total disablement and helpless," and then grade the degrees down.

*By Hon. Mr. Oliver:*

Q. Take the case of a man who has lost both hands, or is totally blind?—A. The blind man presumably would go to the blind asylum.

Hon. Mr. LEMIEUX: He is not necessarily totally disabled, some blind men are able to help themselves.

Mr. MACDONALD: In order to do so he would have to get some training.

*By Hon. Mr. Oliver:*

Q. Would you give that man a pension with an extra allowance that would enable him to receive that attention which he needs?—A. A blind man who has been trained is perfectly able to look after his comforts.

*By Mr. Nickle:*

Professor Malloy is blind, and he is now teaching in Queen's College?—A. The blind are well looked after at the Blind Institute in Paris and also at Dr. Pearson's place at St. Dunstan's, London, but fortunately the percentage of totally blind men is very small. The total number in the British army up to February was 140 or 143, something like that.

*By Hon. Mr. Oliver:*

Q. I have been given to understand that the percentage of blind in this war is very large?—A. No, the totally blind men are not large in number, a lot of them have lost one eye or have had their sight damaged.

Q. I understand that there has been a great deal of damage to the eyes by gas and many people have been blinded. Would you or would you not allow a totally disabled man an allowance for an attendant?—A. No, I do not think he ought to have one.

Q. Would you allow a man with both hands off an attendant?—A. Well, I think a man with both hands off should be given the maximum.

Q. That is your opinion, he should get the maximum amount?—A. Yes.

Q. Should he get any allowance for attendance in case he was not in a home?—A. That all depends upon what you are going to base your maximum on. If you are going to base it on total incapability for doing anything for himself he should have the maximum amount.

Q. The basis of disablement must be the inability to earn a living, that a man has no earning power?—A. That is physical disability.

Q. Yes. Supplementary to that we are asking if you would consider it might be well to give an allowance for attendance where a man was not able to attend to himself?—A. Yes, I should say so.

Q. When the man went to a home would you give him an allowance for attendance in addition to his pension?—A. No.

*By Mr. Macdonald:*

Q. There seems to be a line of demarkation in the system that we had here in the past, where we set out certain degrees under which each man who comes on the pension list is assigned to one of these degrees or classes. The practice has been to assign the pension to a man according to the rank to which he belongs, within that degree?—A. Yes.

Q. In the consideration of this question personally I have been struck by the American system which provides a certain definite amount for a man who has lost a leg or has suffered any other injury that permanently disables him in some particular?—A. Yes.

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Q. Looking at the question purely from the standpoint of the desirability of working out some definite system that would meet all cases, do you think we should provide that the pension should be according to the particular degree, or that if a man had suffered from some particular disability such as I have mentioned calling for special consideration that he should have a special allowance made for that?—A. I think that the Pensions Board, or whoever is going to handle it, should have a certain amount of discretion in handling this thing.

Q. You do?—A. Yes, I do, I do not think we can make an absolutely hard and fast line on any of these degrees.

Q. Under the existing situation we have the first degree for a man who is totally incapable of earning a livelihood as a result of wounds received in the presence of the enemy, and there is a distinction drawn between the totally incapable man who is injured in the presence of the enemy, and the man who has received his injuries on active service during drill or training. There is a distinction drawn between these two classes?—A. Yes, I know.

Q. Then there are two other classes. The third degree applies to the man who has been rendered materially incapable, while the fourth degree applies to the man who is rendered incapable in some small degree?—A. Yes.

Q. And then the regulation provides that where a man's injury is serious enough to render necessary the constant service of an attendant, there is a compassionate allowance in that case, a distinction being drawn, however, between a single man and a married man.—A. Of course, where a married man is drawing an allowance for his wife he would not require an attendant.

Q. But before getting down to the particular item, I wanted to get your opinion, from your study of the question, as to whether or not the prudent thing for us in Canada to do would be to maintain the allocation of those injured people into some one or other of these different degrees with a fixed amount, apart from this compassionate or special allowance? Would that be a proper thing for us to do?—A. You mean a payment of so much for the loss of a leg or a hand?

Q. That is the American system. Under our system the totally incapable man gets so much if injured in the face of the enemy, and he gets more than the man who is rendered totally incapable by injury while at drill or training. You would not make that distinction?—A. I think a man should get his pension on the physical disability he has suffered.

Q. No matter where he got it?—A. No matter where he got it.

*By Hon. Mr. Oliver:*

Q. No matter how it affected his earning position as it existed before he was hurt?—A. No.

*By Mr. Macdonald:*

Q. Would you have pensioners placed under these different degrees, or would you pay them according to the specific injury suffered? That is a proposition we have got to consider. Do you follow me?—A. I do not quite gather your meaning.

Q. I will try to make it clear to you. There seem to be two different systems. There is the one which we have followed in Canada hitherto and which we are now considering?—A. Yes.

Q. As to whether we should place every pensioner in some one or other of different degrees, as they are called?—A. Yes.

Q. In other words, into different classes, the amount the man receives varying according to his capacity. Would you advocate the continuance of that system, or would you adopt the American system which does not classify a man generally in that way but says that if a man loses his hand, his arm, his eyesight or his legs, he should be paid so much for each specific injury?—A. Yes, that is my view.

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Q. You say that is your view?—A. Yes. The injured man should be paid so much for one eye and so much for two eyes. So much for one hand and so much for two hands.

Q. Then from what you say, the man should be given a pension according to the injury he received?—A. Yes.

Q. The matter should not be one of general classification?—A. No.

*By Hon. Mr. Lemieux:*

Q. Would you have about the same scale in Canada as in the United States on that basis?—A. I have not studied the American Pensions Scale, Mr. Lemieux.

The CHAIRMAN: The American scale is allotted on that basis. The total disability scale is high.

*By Hon. Mr. Lemieux:*

Q. Do you think the French Government's allowance to the disabled soldiers is generous?—A. I think the general feeling over there now is that the Government are treating the men fairly. They did not at first. To begin with, they refused to supply artificial limbs.

*By Mr. Macdonell:*

Q. That should be done in every case, should it not?—A. Certainly, not only to supply the limbs but to renew them when necessary.

*By Hon. Mr. Lemieux:*

Q. In England do they supply artificial limbs?—A. They do. In England there is a central depot at Wolverhampton. They have made contracts with a number of firms, chiefly American firms, for the making and fitting of these limbs. In France, to get the requisite output of all the artificial limb makers in the country, a different plan was adopted, and they have gone on the principle of supplying the very simplest limbs they could. I have covered all that in a report I made when I came back.

*By Mr. Macdonell:*

Q. Is your report available?—A. Not yet, it is being printed.

Mr. NICKLE: Whether you divide the men into a class and give them so much or not, the board in charge will work out their own rules and regulations.

Mr. DOBELL: The point I want to make is this: I think the body should be treated as a machine and the damage to that machine should be paid for.

*By Mr. Nickle:*

Q. But whether this Committee develops rules to govern the payments, or whether you leave the Pensions Board to work out the scheme, the result will be about the same?—A. Yes.

Q. It is a question of method, not of results?—A. Exactly.

*By Mr. Macdonald:*

Q. What do you say in answer to the proposition that the man who is injured ought to know that he is going to be entitled to a definite amount? Don't you think it would be an unfortunate scheme if we settled a pension scheme under which John Smith would get a certain amount of money, and William Jones got a certain less amount? In that event there would be continual complaint about discrimination, whereas if the matter were classified in some way so that if the men who were rendered totally incapable or materially incapable, no matter how that incapacity arose, they would be all on the same footing, there would be no such complaint. That is one of the things we want to look at.—A. Certainly, but would not that work out?

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Q. But you see in that case you leave the discretion of the thing to the Pensions Board, and while I assume any member of that board would exercise his judgment, yet the very argument you make with reference to the condition of the man in France applies. The man knows he is going to get his money and when he goes out and improves his position it is only going to be so much more in his own favour.—A. Yes.

Q. That is an argument in favour of the certainty of an allowance in Canada also?—A. Certainly.

Mr. NICKLE: The method does not affect the allowance, does it?

Mr. MACDONALD: No, but we have got to fix the allowance.

Mr. NICKLE: Would not the Pension Board do that under their groupings.

The CHAIRMAN: The degree system gives a little more elasticity.

Mr. MACDONALD: That is the point.

The CHAIRMAN: The question is whether it is desirable that shall be adopted or not.

*By the Chairman:*

Q. Under the American system a man gets so much if he loses his hand. Might there not be a difference in the way the man has sustained the injury, whether the arm was cut off near the elbow or further down? That would have some bearing on the question of the man's incapacity and the payment he would receive, would it not?—A. Of course, under the French scale there is a payment of so much for arms taken off here (indicating) and so much for arms taken off above that.

Q. Taking a man's arm off above the elbow might make a difference. Then is there not a difference also in the way the wound takes place? The wound may be a very ragged one necessitating more difficulty in affixing an artificial limb.—A. Then another operation would have to be performed so as to make a clean stump.

*By Mr. Macdonald:*

Q. Under the American system the scale of payment starts at the ankle and goes up to the shoulder.—A. Under the French system it starts at the joint of the finger.

*By Mr. Scott:*

Q. The French system appears to be based very much on the same lines as the American.—A. It would appear so. You see it would not make any very considerable difference if my arm were taken off there (indicating) or two inches below the elbow. I should still have my elbow joint.

*By Mr. Nickle:*

Q. That is the determining factor, is it not, whether you have got the joint?—A. I have seen a man using a wheelbarrow, and that kind of thing, with a straight arm that simply hangs from his shoulder. He could hook on and wheel his barrow. It makes all the difference whether you have got your elbow joint or whether you have not. It is just the same way with the leg. If your foot is off below the knee, I venture to say in 75 cases out of 100 you would not realize it so far as actual inconvenience is concerned.

Q. You can get on with the knee joint?—A. Certainly. A man can do anything; he can skate and dance and do all kind of things.

*By Mr. Macdonald:*

Q. Under this Amar system?—A. Of course, they only send the very worst cases to Dr. Amar.

*By Mr. Nesbitt:*

Q. Where to?—A. To Dr. Amar in Paris.

Mr. MACDONALD: Here is the way the thing goes in the United States. Apparently they have no degrees. They start with "Loss of both hands, Loss of both feet, Loss of sight of both eyes, Loss of sight of one eye, the sight of the other having been lost before enlistment; Loss of one hand and one foot, Loss of a hand or a foot, Loss of an arm at or above the elbow, or a leg at or above the knee." They trace the whole thing in every department.

Mr. NICKLE: How do they deal with organic troubles, such as injuries to the lungs?

(At this stage the witness produced the official publication dealing with soldiers' pensions in France.)

*By Mr. Macdonald:*

Q. I would like to get your judgment on this subject in view of the discussion. As I gather it, the French system provides for proportionate injuries, beginning with hands and feet. The American system does the same thing. I gather that you are rather sympathetic towards the French idea?—A. I am.

Q. The advantage of that is that there is a definite payment, and a man knows what he is going to get. The system in force in Canada hitherto is one in which every man is put in a class, not a class according to his injury, but according to his incapacity. And the matter for our consideration—the matter that is concerning me more particularly—is whether my judgment would favour the adoption of the American and French system of definite allowances according to the individual injury, or whether the whole thing should be put into a question of degree which would be determined in some way afterwards, irrespective of the question whether the man is injured or not?—A. I would favour the French and American methods.

*By Mr. Nesbitt:*

You would favour the American system, of so much for an arm and so on?—A. Yes, sir.

Mr. NICKLE: But still maintain degrees?

Mr. SCOTT: That would do away with degrees.

*By Mr. Macdonald:*

Q. For instance, one man in losing a hand, might receive a shock to his system. Another man would only suffer for the loss of a hand. How do you do in cases of that kind?—A. Well, that makes rather a complication.

Mr. MACDONALD: No two cases are alike. There will be many complications of that kind in the different degrees.

Mr. NESBITT: Would there not be accorded to the man his regular militia allowance until he recovered from the shock?

Mr. MACDONELL: That is another point: whether the degree shall be eliminated, as I understand it.

Mr. MACDONALD: The question is whether the basis should not be an allowance in accordance with what has happened. A man has his hand taken off: he knows he is to get a certain amount in that event. The question of his capacity or incapacity is not considered at all. He makes his proof: the Claims Board says: Your hand is off, and you get so much.

Mr. MACDONNELL: He might have other disabilities.

The CHAIRMAN: I would ask the Committee to excuse me as I have another appointment.

Mr. Nickle took the chair as Acting Chairman.

[Mr. W. M. Dobell.]

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*By the Acting Chairman:*

Q. That is the case of the man wounded in the head?—A. I think the man who has lost a limb, and has also suffered in another way, of course, he would have to be considered.

Mr. MACDONNELL: There would have to be a class applicable to him.

Mr. NESBITT: I do not think you can define this thing too closely. The Pensions Board must have some discretion.

*By Mr. Macdonald:*

Q. What do you think about this matter being entrusted to the consideration of a non-partisan, high-class board? A. I am entirely in favour of that. I spoke to Sir George Perley about that in London three months ago. I think it is the only way to do it.

*By Hon. Mr. Oliver:*

Q. If you have a board such as——?—A. The Railway Commission.

Q. A fixed appointment?—A. Yes.

Q. Would you have it so that there was no possibility of recall of such a commission?—A. Only so that they could reconsider the thing themselves, nobody else.

Q. Supposing there is a board appointed, consisting of three men, who are given judicial powers and judicial jurisdiction like the Railway Commission. Now, supposing some of these men do not turn out right, what would be your means of disposing of them?

Mr. NESBITT: They would have to be dismissed for cause.

The WITNESS: You can only dismiss a member of that board for cause.

*By Hon. Mr. Oliver:*

Q. The point is that this board is simply removable at the discretion of the Government?—A. No, no, I would not do that at all.

Hon. Mr. OLIVER: On the other hand, if you take away that discretion on the part of the Government, you are liable to be landed with a board that may turn out bad.

*By Mr. Macdonald:*

Q. What do you think of this solution, Mr. Dobell: That the leaders of both political parties should consult as to the composition of the board, if it is to be non-partisan, and then having the advantage of that conference three capable men could be appointed and their appointment would be permanent?—A. It seems to me a very poor thing for this country if we cannot pick out three men who will be satisfactory; and, personally, I think both parties should be represented on it.

Mr. MACDONALD: I think that a conference of the two political leaders would largely obviate the difficulty.

Mr. NESBITT: Would the recall rest with the Government or with Parliament?

The ACTING CHAIRMAN: With Parliament as in the case of the Civil Service Commission.

The WITNESS: And as with the Railway Commission too.

*By Hon. Mr. Lemieux:*

Q. The Railway Commissioners are appointed for ten years. Would you appoint professional men on this proposed board?—A. I think there should certainly be one who would be a lawyer.

*By the Acting Chairman:*

Q. And a doctor, too?—A. Not necessarily.



*By Mr. Macdonald:*

Q. The board would have its officials?—A. Certainly, you have the entire medical department to call upon. I think we want more of, I may say, horse sense than professional skill.

Q. Absolute impartiality and fairness?—A. I think there should be one professional man.

*By Hon. Mr. Lemieux:*

Q. I notice in glancing over this *Guide-barème des Invalidités* published by the French Republic that it covers pretty nearly all the cases that present themselves during the war. In your report to which reference was made a moment ago, do you analyze this Guide?—A. No, Mr. Lemieux, I did not, and chiefly for this reason: that the Hospitals Commission, as constituted, had no jurisdiction over pensions at all. I got what information I could about the thing. I worked out my report for the Hospitals Commission, and we had nothing to do with pensions.

*By Mr. Macdonald:*

Q. You do not report specially on them?—A. I refer to pensions in order to get the suggestion of the board; and as one of the bases on which the pensions should be fixed, because I found it so very important on the question of re-education of the men. But I did not feel, as a member of the Hospitals Commission, that the bases of pensions came within our jurisdiction at all.

MR. MACDONALD: You did not want to go outside of your purview?

*By Hon. Mr. Lemieux:*

Q. I would suggest to the Committee that a synopsis of this Guide be prepared, because it gives an idea of what the pensions are in France, and it seems to be very complete?—A. It is very complete.

Q. And it covers every bit of the human body?—A. You can get more copies of that, it is a Government publication.

*By Mr. Macdonald:*

Q. Do you not think, Mr. Dobell, that we cannot hope to have such a very low percentage of people, as they have in France, where they have the advantage of the Amar System, that would absolutely have to be looked after? There are a great many men who have volunteered and gone to the front who are forty years of age. You take the man who has come to the turn of life, are we not apt to have that man, under our climatic conditions which are very much more severe than they are in France, with our long winters, ought we not to look forward to the establishment of homes for the accommodation of those men?—A. I hope not.

Q. You hope not?—A. Yes, I do.

Q. How do you think we are going to obviate it? In the first place there is a great scarcity of medical men who have gone to the war, at least there is a great scarcity in my province and there is no chance of the Amar system being established here. They have found it necessary to make special provision in order to meet the need of medical men in my province. Now, as I say, there is no hope of establishing that Amar System in Canada, and if we do not have it what are we going to do with the men who comes back here and is not able to look after himself?—A. Well, I think the percentage of disablement is very small and the percentage of those totally disabled who have not somebody to look after them is still smaller.

Q. I am bound to say I do not agree with you about that. You have come from France, which is the home of surgery, where the conditions are entirely different and where they prepared for the war and for the situation which has arisen in consequence

[Mr. W. M. Dobell.]

## APPENDIX No. 4

of it. We have not provided anything like that, we have not awakened to the necessity of the case at all and then again the Amar system does not provide so much for the training of these men as it does for the provision of limbs?—A. It trains them as well.

Q. I know, but we have nothing in Canada which makes the provision for these men that the Amar system does?—A. They have a wonderfully good plant in Toronto, I was there the other day.

Q. In what?—A. In that convalescent home there, they have four or five rooms extremely well equipped.

Q. For what purpose?—A. For teaching these men.

Q. I am drawing the distinction between vocational training. Take the case of a man who has lost his legs, and that illustrates the point I am making, the Amar system fixes him up, provides him with an equipment by which he can go out and, say, run a typewriter, or do a lot of things, but we are a long way from that yet?—A. We are nearer to that than most people think, nearer than they are in England.

Q. In England?—A. Yes. I am not speaking of the technical school at all, but of the instructional school at Toronto where they have the convalescent hospital and where they have means for improving the capacity of the mutilated men, the "mutilés," as the French call them.

Q. A place for the adjustment of mechanical appliances and the teaching of vocational work?—A. Well, the adjustment of mechanical appliances is not centralized yet. That is what should be done, we should have that work centralized so that when a man lands at Quebec, having lost his leg, there should be no question as to where he should go, there should be a central place to which he could be sent and receive immediate attention.

Q. You recommend that in your report?—A. Yes.

Q. You recommend something that approaches the Amar system?—A. Yes.

Q. And you say you hope to be able to do something along that line?—A. To enable these men to earn a livelihood to some extent.

Q. I am very well acquainted with the proposition regarding vocational training, but it struck me looking over that book that it was largely a medical institution in the way of fitting mechanical appliances to men who were wounded, in conjunction with the training. Now, that is what you hope to do, you say?—A. That is what I hope to do if we centralize the whole thing.

Q. Then you say you believe in the hospitals, you hope to be able to work out vocational training, to provide something similar to the Amar system in Canada. Now what do you say we ought to do in regard to pensions? To fix a pension irrespective of whether they improve themselves or not?—A. Yes.

Q. You would make no reduction at all on account of a man's improved earning power?—A. Absolutely no reduction. But as regards us taking care of totally disabled men Mr. Lemieux will bear me out that in Quebec there are places where they could be looked after. Supposing we had two or three dozen disabled men in Quebec who cannot take care of themselves, there is the St. Bridget's Asylum, and we have our Protestant Home. These men should be taken care of.

Mr. NESBITT: In my town there are dozens of people who can be found to take care of disabled men and who would be glad to take care of them for a small amount. I know of one case, that of a man who was injured in a railway accident, and who has been unable to move for five years now, and who has been taken care of by one family at a very low cost all that time.

Mr. MACDONALD: At what cost?

Mr. NESBITT: Three or four dollars a week.—A. I think the idea of starting a soldiers' home would be a mistake, it is going far to put a premium on idleness.

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*By the Chairman*

Q. Have you any ideas with regard to the spread between the pensions to officers and privates?—A. Mr. Darling's idea was that the officers' pension would bear a little paring down and that the men's pensions wanted a little trimming up. I cannot say I have gone into that question carefully enough to express an opinion. The fundamental point, it seems to me, is the limiting of the pension to percentage of disability, an independent pensions board; and, also, it is not perhaps understood by this committee, but the time spent in the convalescent homes has a most deteriorating effect on these men. That has been absolutely proved in France and England. The system in my opinion should be the military hospital system as long as a man requires medical attendance, absolute discipline and military control. As soon as his medical attendance is completed he should come to the hospital commission, and if he does not want to take the training that we will offer him we cannot help it, we cannot force him to take it. But if he will take it then there should be a basis which will make him comfortable and look after his wife and family while he is taking that training. If he does not want to follow that course, cut him off; he will then simply have his pension. We have the obligation to make that man as near self-supporting as we can, and during the period of education he should not be worried regarding his wife and children.

*Mr. Nesbitt:*

Q. In the meantime his pension goes on after he leaves the convalescent home?—A. Certainly his pension goes on after he has left the convalescent home. I would prefer to call these institutions military hospitals all the way through instead of convalescent home. As long as he is there he is under the Militia Department and gets his pay and allowance. If he will take the vocational training, should he need it, we should have a scale by which a certain allowance might be made to his wife and children in addition to his pension. Of course, the man should not be allowed to squander his pension while he is undergoing this training.

Q. Suppose you supply the man with everything and pay his way while undertaking this vocational training, then his pension would go to his family?—A. Yes.

Q. There should not be any extra allowance?—A. Well, Mr. Nesbitt, supposing he is getting a small pension, supposing he is only getting a partial pension he would say: "I cannot take this. I can earn \$25 a month if I work now without any vocational training. The fact that I take vocational training and get \$75 a month afterwards is no good to me if my wife and children starve in the meantime."

MR. NESBITT: That is right.

*By Mr. Nickel:*

Q. Would you give a larger pension to the married man than to the unmarried man for a total disablement?—A. For total disablement?

Q. Yes.

HON. MR. LEMIEUX: Both require the same treatment.

A. In a case of a married man, his wife will look after him.

HON. MR. OLIVER: Supposing his wife is an invalid too.

MR. NICKEL: Mr. Oliver has raised the question that the single man has only himself to keep, while the married man has a wife and family, and if there is total disablement the situation is more pressing.

HON. MR. LEMIEUX: A married man has his wife and children to look after.

HON. MR. OLIVER: His obligation is to look after them.

HON. MR. LEMIEUX: So the problem is a difficult one to solve.

[Mr. W. M. Dobell.]



## APPENDIX No. 4

*By Mr. Nickle:*

Q. The term "total disablement" as it is used under our pension rules, does not necessarily mean physical helplessness. That is the distinction I make?—A. You are speaking of a man who is altogether helpless.

Q. I mean total disablement from the pension point of view. How far would you go in the giving of a pension to dependents of those who are killed? Would you extend the term "dependents" to include wife, mother, sister, brother or nephew, or would you restrict it?—A. Yes, there would have to be some restriction. That is a matter that would have to be worked out. I would not like to say to what degree of relationship it should extend.

*By Mr. Nesbitt:*

Q. You have not studied that?—A. No. I have not given that question any study.

*By Mr. Nickle:*

Q. Is there anything further you wish to say?—A. I do not know that there is.

Mr. MACDONALD: It has occurred to me, Mr. Chairman, that Sir Herbert Ames and other gentlemen connected with the Patriotic Fund might be of great assistance to us.

Mr. NICKLE: I spoke to Sir Herbert Ames the other day and he said he would be very glad to place himself at the disposal of the committee.

Hon. Mr. LEMIEUX: Miss Ellen Reid should also be invited to appear before us. I assure you, gentlemen, she is very well informed on matters connected with the subject we are discussing:

Mr. NESBITT: There is a gentleman named Clarence Smith who has been identified with charitable work in Montreal. I think we should call him as a witness.

Mr. MACDONALD: I move that Sir Herbert Ames be asked to attend the next meeting, bringing with him any person or persons whom he might select, who would give us such information as they can.

Motion agreed to.

Mr. DOBELL: I have here a copy of the *Guide-Barême des Invalidités*. I will place it at your disposal if you wish, with the proviso that it be returned when no longer needed by you.

Hon. Mr. LEMIEUX: I move that the work handed in by Mr Dobell be translated from French into English, and that such translation be entrusted to Mr. Hughes of the Debates staff. I think we should have copies of this work in both French and English.

Motion agreed to.

Witness discharged.

Colonel C. W. BELTON, recalled and further examined.

*By the Acting Chairman:*

Q. We have received the report you sent in to the Chairman this morning. Mr. Oliver would like to have some examples of the various types of cases that you think should come under the classes that you have constituted?—A. Mr. Chairman, I think this matter ought to have some consideration. I do not think it would be wise to say just offhand. When the original classes were established we laid down some general rules: for instance, there was a small degree; we took that as under 25 per cent. Then you see there was no degree that ran all the way from 25 per cent to the complete. We

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had all the way from 25 per cent to 100 per cent, and below 25 per cent. That left, as I said before, a great bridge, and we have put in two or three classes there. Now, amongst those, I might say, we went into materially, were all men that had lost a limb. But if you would instance any particular case, I would be glad to answer it.

*By Mr. Macdonell:*

Q. You are laying down rules now with several sub-headings, which are to be administered by a board composed of individuals, who may have different opinions about the same state of facts, and which is to be used by every person who applies under its provisions. The desire, I think, of the Committee was this: to make it as simple as possible; to make the conditions as few as possible; and to make the thing as definite as possible, so that the Pensions Board and those receiving benefits would have a simple idea of what class they would come under.—A. This might easily go up by fifths, 20, 40, 60, 80 and 100.

*By Hon. Mr. Oliver:*

Q. You have suggested here that we should divide the injuries into five degrees. You say: "The first degree shall be applicable to those who are rendered totally incapable of earning a livelihood as the result of wounds or injuries received or illness contracted on active service, during drill or training, or on other military duty."—A. Yes.

Q. Give us an instance of wounds or physical incapacity that would come under that head.

*By the Acting Chairman:*

Q. Of total disability?—A. Our total disability cases up to the present time are the majority of them cases of conditions that will improve. A man has an organic disease—

*By Hon. Mr. Oliver:*

Q. I am not asking that. I am asking you specifically for your description of some case that would come under that head as an instance. You have already adjudged certain men to be totally disabled. Give us a description of the injuries?—A. A man that has the frontal bone all gone; when he leans forward the brain drops forward on his hand.

Q. Any other? That case cannot be considered a class; that is a special case.—A. A number of cases of nervousness with tremor, loss of memory, loss of sleep, sleeplessness, and effects of that kind.

Q. Mentally disabled?—A. Yes.

Q. That is recognized as total disability?—A. It is total disability because the Medical Board reports the man is unfitted to do anything whatever.

*By Mr. Nesbitt:*

Q. You would afterwards have him reviewed?—A. Yes. Lots of those cases recover. Even in six months some will be better.

*By Hon. Mr. Oliver:*

Q. In regard to physical injuries, what would you consider total incapacity?—A. Suppose a man lost all his limbs—he might lose two legs and an arm and still be able to do a slight amount of work.

Q. He would be adjudged totally incapable?—A. I do not think he would, but the expression comes from the Medical Board as to that.

[Colonel C. W. Belton.]

## APPENDIX No. 4

*By Mr. Nesbitt:*

Q. If he lost two hands, would he not be totally incapacitated so far as a pension is concerned?—A. Yes.

*By Hon. Mr. Oliver:*

Q. You say in your report "the second degree shall be applicable to those who are rendered in an extreme degree incapable of earning a livelihood as a result of injuries received or illness on active service, during drill or training or on other military duty." Give us an instance of that?—A. Take the man who has lost a leg; he has a material injury to his hand or arm, lost largely the use of one arm in addition to the loss of a leg. I think that is an extreme case.

Q. As to physical condition, as to physical accidents or physical injury, or constitutional injuries?—A. Well, a man who could only engage in the lightest of occupations.

Q. What would you consider a weak heart?—A. They run all degrees from practically as good as we are to bed-ridden. These are cases where you have to get the opinion of the Medical Board as to the degree that a man is affected.

Q. Don't you take the evidence of the Medical Boards as to the facts, and then decide what the degree is?—A. They always find as to degree as well.

Q. Then the Medical Board is the Pensions Board?—A. No, the Medical Board is the board that sees the man.

Q. They are in effect the Pensions Board if you simply accept their report?—A. No, we do not do that; we do not accept it absolutely. But it is a large guide.

Q. Take the fifth degree. You say it "shall be applicable to those who are rendered in a small degree incapable of earning a livelihood as a result of injuries received or illness contracted on active service, during drill or training, or on other military duty." What injuries and what illnesses would you consider under that head?—A. A man might have flat feet, incapacitating him to quite a small extent, and yet it would be an incapacity. Quite often the Medical Board gives a case of rupture or hernia. That is not incapacity. In that case the Pensions Board disagree, and award him that small pension believing he has a real incapacity.

Q. You use the words here "injuries received or illness contracted on active service, during drill or training, or on other military service." Why do you add the words "during drill or training, or on other military duty" to the words "active service." What is the meaning you desire to convey?

*By Mr. Nesbitt:*

Q. What does "active service" mean?—A. Active service is in the field, when the country is at war, or when called out for strike duty, things of that kind, in aid of the civil power.

*By the Acting Chairman:*

Q. Is not a man, when at camp, on active service?—A. No, he is not on active service, he is training. The Militia Act gives a definition of these terms, "active service," and "on service."

*By Hon. Mr. Oliver:*

Q. You are desirous of restricting the granting of the pensions rather than expanding them?—A. No, this does expand them to apply to a man who is at camp, or if called out on any other duty. Sometimes parties are called out to fire salutes on the King's birthday, or something of that kind. If he is injured then he is on military duty.

Q. There were a number of men marched down the street this morning, they were enlisted six months ago, and we will suppose that some of these men suffered dis-



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abling injuries between the time they were enlisted and the present time, would they be included under this definition?—A. Yes, "active service." They are on active service as soon as they are enlisted for the purpose of war.

*By the Acting Chairman:*

Q. I thought you told me a few minutes ago that a man in training enlisted for the expeditionary force was not on active service?—A. Yes, he is on active service from the time he enlisted.

*By Hon. Mr. Oliver:*

Q. Then this definition would include all men once they are enlisted?—A. Yes, on active service.

Q. So they would be on active service. Then there is no necessity for the words "during drill or training" as far as the pension authorities are concerned?—A. No, sir, that refers to camps in time of peace.

Q. Then why make that distinction in this at all, because we only propose to deal with this war?—A. But these are the regulations you are going to amend.

Hon Mr. OLIVER: We are dealing with pensions for this war, not for anything else.

*By Mr. Nesbitt:*

Q. I do not see how we can very well confine ourselves to this war when we are supposed to make recommendations amending these regulations. What is the meaning of "or other military duties"?—A. That is a phrase to include everything. I spoke of the calling out of a battery to fire a salute on a holiday. They are called out by authority, and if anything happens to them they are entitled to recover.

*By Hon. Mr. Oliver:*

Q. "Active service" covers everything connected with the Expeditionary Forces?—A. It covers more than that, when troops are called out in aid of the civil power, or for an insurrection, or anticipated insurrection, in the words of the Militia Act, "in case of emergency."

*By the Acting Chairman:*

Q. You do not give a man a pension if he is injured when not actually on military duty. Supposing a man were walking down the street and he is run down by an automobile, would you give him a pension?—A. A soldier?

Q. Yes, a soldier in uniform?—A. Yes, if it is not his own fault or negligence.

Q. If it were his own fault and negligence?—A. Then we throw it out.

Q. If you left in the words "during drill or training or on other military duty," would you throw it out?—A. You must take the whole regulations which you have here on your first page. If you will notice the first article 641 says, "The following rates of pensions will be granted militiamen wounded or disabled on active service, during drill or training, or on other military training, provided the disability was not due to his own fault or negligence," then it gives the rates, and then comes (a), (b), (c), (d), (e), (f), and (g).

Q. Then you intend 641 still to remain?—A. Oh, yes. Then you amend the regulations following the clause I have just read. Excuse me a moment, I want to make it plain if I can. Of course, personally, I am not wedded to following the order, but I want to make plain the reasons why these clauses are drawn in the way they are. It seems to me they should not be stated in more absolute terms. You could state that the pensions should be according to the 20, 40, 60 or 80 per cent of the man's incapacity, but if that were done, and the Medical Board were to send in an opinion that the man was incapacitated to the extent of 20, 40, 60 or 80 per cent, that man would expect the

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## APPENDIX No. 4

pension that is based on that schedule. There would be no "come" or "go" for the Pensions Board who have to deal with the matter finally. Now the Pensions Board are in a better position to judge on that question, they know how similar injuries are classed all over the country, they have the man's whole history before them, and they are therefore, considerably better judges as to the exact amount of pension he should have. The same thing, I think would happen with regard to the idea of having so much pension for each injury; if all of these injuries were placed by order under one of these classes there would be difficulty. I think we should have some elasticity about it.

*By Mr. Nesbitt:*

Q. For the Pensions Board?—A. For the Pensions Board.

*By Mr. Macdonell:*

Q. Why did you make these recommendations?—A. I was asked to do so, but I had to prepare it hastily.

Q. Then it is your opinion?—A. Yes, it might be better expressed, but it conveys the idea.

Q. How did you come to make the recommendation?—A. I was asked by the Chairman to do so.

Witness retired.

Mr. SCAMMELL recalled and further examined.

The ACTING CHAIRMAN (Mr. Nickle): Your attendance was desired this morning in order to learn whether anything had been done by your Commission in regard to Soldiers' Homes.

Mr. SCAMMELL: I think Mr. Dobell has answered that question. I would like to make one suggestion, if I may.

The ACTING CHAIRMAN: Very well.

Mr. SCAMMELL: That is in any re-wording of the scale here, we shall not repeat "rendered totally incapable" or "rendered incapable of earning a livelihood," but that we shall use these words: "suffered total" or "suffered partial physical disability" or whatever it is.

Mr. MACDONELL: Why do you want the change made?

The ACTING CHAIRMAN: It gets over that trouble about a man's pension being lessened if he goes to work thereafter. That is your idea, is it not, Mr. Scammell?

Mr. SCAMMELL: That is my idea: the first degree shall be applicable to those who have suffered total physical disability.

Witness retired.

Mr. C. LAWRENCE, called and examined.

*By the Acting Chairman (Mr. Nickle):*

Q. What representations do you desire to make to the Committee?—A. I might just say in opening that I represent the Brotherhood of Locomotive Engineers. I have also been asked to represent the firemen because their representative cannot be here to-day. We had this matter up with the Premier before the present system was put into force, and he assured us that it was the attention of the Government to adopt an

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adequate pension plan. According to our idea, the pension plan that has been adopted is not an adequate one.

Q. What are your criticisms of it?—A. I could offer a good many if I wanted to go over the whole plan.

*By Mr. Macdonald:*

Q. That is what we want you to do. A. In the first place, the rates are not adequate. We consider the rates too low.

*By the Acting Chairman:*

Q. You are speaking now of pensions?—A. Yes, of pensions.

*By Hon. Mr. Oliver:*

Q. What would be a fair rate in your opinion?—A. For instance, take our own organization. We have a pension system, and the rates run all the way from \$25 to \$65 a month, according to the length of time the man has belonged to the Pensions Association. Well, that would be an average of about \$45 a month.

*By Mr. Macdonell:*

Q. The beneficiary has paid into that fund, has he?—A. Yes, sir, he has paid into the fund. As I have said, that would be an average of \$45. Well, in our opinion \$45 pension from the Association would be better than probably \$55 or \$60 for a man who has reached the age of 65 years. He may be pensioned off and he may get a position where he gets \$65 a month. He may be just as healthy a man as he ever was and may not need a doctor's care or anything like that, and so may not be put to that expense. But if a man is injured or cannot follow his occupation, he will have more or less expense with physicians, and other expenses, and will probably need more than if he were in a healthy condition.

Mr. MACDONALD: You must not eliminate the patriotic side. It is not a question of dollars and cents altogether. There is a difference between working with the certainty of a pension and going out to fight for your country.

Mr. LAWRENCE: The man who has gone to war goes out to fight for you and I.

Mr. MACDONALD: Quite so.

Mr. LAWRENCE: And if he does that we should be willing to pay him an adequate pension.

Mr. MACDONALD: I am only directing your attention to the comparison you made. Your argument eliminated that particular question.

Mr. LAWRENCE: I do not know about that.

Mr. MACDONALD: It struck me that way.

Mr. LAWRENCE: I did not mean to eliminate it. If a man has enlisted for overseas service and is injured so that he cannot follow his occupation, he should get a pension regardless of whether he has ever done anything else or not. I do not know why, even if he contributed to that injury or disablement, he should not get paid for it. At the present time you take the Ontario Workmen's Compensation Act, and I have a copy of it here—

Mr. MACDONELL: On that point there is no difference of opinion. He gets his pension anyway as a soldier of Canada. There are not half a dozen cases of injury in this country where the man is not getting a pension.

Mr. LAWRENCE: I beg your pardon, Mr. MacDonnell. In this case, according to this Act, the man does not get his pension.

Mr. MACDONELL: He gets his pension if injured.

Mr. LAWRENCE: But his beneficiaries do not get it.

Mr. MACDONELL: If he is killed they do.

[Mr. C. Lawrence.]



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Mr. LAWRENCE: Not always. There was a case where a man was drowned in a canal, and simply because that man got orders not to go within a certain distance of that canal the Government would not pay the beneficiaries his pension.

*By the Acting Chairman:*

Q. Under the present system?—A. Yes, under the present system, I would like to know why that man's dependents should be caused to suffer simply because that man disobeyed an order. You take the railway companies, for instance, and the Workmen's Compensation Act. If an employee does violate an order of the company or a rule, and meets with an accident—

Mr. MACDONELL: I do not believe there are five cases to-day such as you have instanced in regard to the man who fell into the canal.

Mr. LAWRENCE: Regardless of whether there is one or not, the dependents should not be allowed to suffer.

*By the Acting Chairman:*

Q. Supposing five soldiers hired a horse and got drunk, and the horse ran away and they were killed. Would you contend their beneficiaries should get a pension?—A. The horse ran away and they got killed? I don't see why they should not.

Q. Even if the men got drunk?—A. Well, now, should the Dominion Government be any smaller than the industries and railways throughout the country?

Q. I do not think under the Workmen's Compensation Act they would get any allowance. The injury must be sustained in the sphere of their employment.—A. Yes, but even if they contributed to the accident they get the pensions just the same.

Q. Providing it is within their sphere of employment. But if men are working in a factory and get out at night and do just what I have described, they do not receive any compensation under the Workmen's Compensation Act.—A. No, but at the same time, if a man is in uniform, you cannot expect him to stay in a tent all the time. If men go down a street and get injured I do not see why they should not get compensation. If they had not been in uniform they would not have been in that street in that condition. It is because they have been called out to serve their country.

*By Mr. Macdonald:*

Q. If they were out on leave, and got drunk would not that make any difference?—A. That is drawing the line pretty thin. The man might not be drunk. I read a case in the paper this morning where a returned soldier was arrested in Toronto for being intoxicated. They took the man to the jail and locked him up and he contracted pneumonia and died. Now, that man had not touched a drop of liquor. He had received a wound in the head which affected him and the police thought he was drunk.

*By the Acting Chairman:*

Q. I have a good deal of consideration for the case of the man who fell into the canal. What other cases have you?

Mr. NESBITT: I certainly would be in sympathy with the poor fellow who was improperly arrested.

The ACTING CHAIRMAN: Certainly.

The WITNESS: I think that a man who has been disabled so that he could not follow his occupation should receive a pension.

*By the Acting Chairman:*

Q. We are going further, and the present regulations go further. He gets it if he is prevented from earning his living in the ordinary walk of a labouring man. You think he should get it for a physical disablement?—A. I think mine was further. For instance, take my own occupation, a locomotive engineer. He is required to pass

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a strict examination as regards eyesight and hearing, and other things. If that eye is injured, to a certain degree he is prevented from following that occupation. I have all the rules and regulations here. If that man is injured fighting for his country so that he cannot fill his occupation, I do not know why he should come down to working in a sewer or to follow the ordinary course of a labourer. I think he should get his pension, and then if there is any way he can be trained, the remuneration so gained should be extra.

*By Mr. Nesbitt:*

Q. Should he get his pension in proportion to the business he was formerly in? —A. I do not say in that line; I do not ask for class legislation. I say, put them all on an equal footing. There might be a little distinction between a private soldier and an officer, but not the distinction there is in this case.

*By the Acting Chairman:*

Q. The disability should be in relation to the man's employment? If the engine-driver is disabled —A. I mean if a man is injured so he cannot follow his occupation, he should receive the amount of pension that is due him.

*By Hon. Mr. Oliver:*

Q. For total disability?—A. For disability.

Q. You are an engineer, if you are not able to secure re-employment, would you claim a total disability pension for that? —A. Yes, sir. Whatever amount you agree to give. If you agree to give \$55 or \$60 a month, I think you should give that man that amount.

Q. It is not the question of amount, but the question of definition of total disability?—A. It is total disability for that man following that occupation.

*By Mr. Green:*

Q. That would not be total disability, in your opinion, in the case of another man in another occupation?—A. The same thing would not apply to another occupation. For instance, I have figures here from an actuary. Out of every 100 men who start as firemen only 17 become engineers. Out of every 100 men who do become engineers only 6 become passenger engineers. For one man out of a hundred who started out as a fireman and becomes a passenger engineer he has put in a lot of service for that. If he should be injured so he cannot run that passenger train, I think he should receive a full amount of pension.

*By Hon. Mr. Oliver:*

Q. Your theory is absolutely right. The only difficulty is when it came to be a practice, that it would always be the Jersey cow that was killed at the railway crossing. Everybody who had his eyesight injured would be an engineer?—A. I think the Pension Board could quite easily work that out.

MR. NESBITT: If not a railway engineer, he might be something else.

HON. MR. OLIVER: Theoretically there is certainly a great deal of merit in Mr. Lawrence's contention. Supposing a telegraph operator loses both feet, he is not incapacitated at all from following his occupation.

MR. MACDONELL: But he should get some pension.

*By Mr. Green:*

Q. A telegraph operator might lose both feet and one hand and would not be entitled to a total pension under that system?—A. For instance, take the Ontario Workmen's Compensation Act, which is about the same as the Manitoba Act. I have

[Mr. C. Lawrence.]

## APPENDIX No. 4

a copy of the Manitoba Act, and it is along the same line. The only difference between the two is that there is a minimum amount in the Manitoba Act and there is none in the Ontario Act. There is a minimum amount of \$6 a week in the Manitoba Act, but the Ontario Act says they must be paid 55 per cent of their wages, and the Act says: "Except where the injury (a) does not disable the workman for the period of at least seven days from earning the full wage at the work at which he is employed, or (b) is attributable solely to serious and wilful misconduct of the workman, unless the injury results in death or serious disablement." If it results in death or serious disablement they get it anyhow, even if it is wilful misconduct.

*By the Acting Chairman:*

Q. In Ontario they only get \$20 a month. How much did you say?—A. Fifty-five per cent of his wages up to \$2,000 a year for disablement.

Q. If the man were killed?—A. The widow receives \$20 a month, and \$5 a month for each child. They get \$75 in the first place for funeral expenses, and then the widow or invalid husband, whatever the case may be, gets \$20 a month and \$5 a month for each child up to 16 years of age.

Q. You would not advocate anything as small as that for dependents?—A. No, I think the dependents should receive the same amount as the man would receive himself. I do not know how any person can live comfortably even on \$50 a month.

Q. See if I can put the matter briefly. You say the present system defines disability in relation to the man as a machine. You think it should be determined by the relation of the man to his employment. That is, if a man is an engineer and loses one eye and the other eye is dimmed so he cannot follow his calling, you would consider him totally disabled and give him the full pension for a totally disabled soldier?—A. Yes, sir.

Q. That is what I understood?—A. I believe there should be a certain amount and every person receive the same. For instance, \$50 a month regardless of his occupation.

*By Mr. Scott:*

Q. If he were a doctor or a lawyer, you would not give him a pension in relation to what he was able to earn in his own occupation?—A. Yes, sir.

*By Mr. Macdonell:*

Q. You would agree with Mr. Darling's suggestion of a flat rate?—A. I think even \$50 is too small. I have no wish to advocate a pension according to a man's wages. There are some locomotive engineers who earn \$250 or \$300 a month. But I would not advocate paying them any more than any one else.

*By the Acting Chairman:*

Q. You would make the basis the same in all classes, but you would determine the damage by relation to his employment, and not to the man as a machine?—A. Yes.

*By Mr. Nesbitt:*

Q. You would determine it by the man's occupation?—A. Yes, in relation to his employment.

*By the Acting Chairman:*

Q. What do you think about a difference in pensions as between privates and officers?—A. I think there is too much difference in the present scale. For instance, I could probably name you cases where two men started equal. The rank and file pension is \$264 a year in the first degree, and for a captain \$720.



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*By Mr. Nesbitt:*

Q. Would you raise the low fellow and decrease the other?—A. I do not think the scale is any too much for a captain but I think the other fellow is too low.

*By the Acting Chairman:*

Q. You would raise the private?—A. Yes. I do not want to be understood as stating that any person receiving a pension as an officer is getting too much. But there is too much difference between \$264 a year as a private, and the amount allotted to a colonel or brigadier-general. There are men when they started in the service on a basis of equality in business and living conditions——

*By Mr. Nesbitt:*

Q. That is in their former occupations?—A. No. Through no fault of the private, but through influence—you can put it that way——

*By Hon. Mr. Oliver:*

Q. Everybody cannot be an officer?—A. At the same time, I have known men who have been made officers who were no more capable than other men. He might be capable of filling the office, but not more capable than the other man.

Q. Out of a hundred men of a certain capacity, only a few can be made officers?—A. Through something that happened this man was promoted to be an officer. Other things being equal I do not think there should be that difference.

*By the Acting Chairman:*

Q. You think there should be some but not so much?—A. I think it is just as well to have some difference.

*Hon. Mr. Oliver:*

Q. Mr. Lawrence could possibly give us some idea as to what is required in the case of dependents. We have not discussed the case of dependents very much up to the present time. You might, Mr. Lawrence, give us an opinion as to what would be a proper allowance for dependents, that is where a man is killed?—A. I might say that there are provisions with respect to that in the Workman's Compensation Act in the getting up of which I had a lot to do.

Hon. Mr. OLIVER: I would suggest that Mr. Lawrence would, for my information and for the information of the Committee, prepare a statement of what he considers are the requirements of dependents, and also the relationships and the conditions which will entitle dependents to receive pensions.

The hour of adjournment having arrived, Mr. Lawrence was requested to prepare the statement suggested by Hon. Mr. Oliver and attend to-morrow.

Committee adjourned.

## APPENDIX No. 4

HOUSE OF COMMONS,

COMMITTEE ROOM No. 301,

FRIDAY, March 31, 1916.

The Committee met at 10.30 a.m., the Chairman, Hon. Mr. HAZEN, presiding.

The CHAIRMAN: I have received a letter from Mr. Nickle, in which he states that Mr. Kingston, of the Ontario Workmen's Compensation Board, will come to Ottawa Wednesday next; he cannot be here sooner. If the Committee meets on Wednesday we will call Mr. Kingston. I also got this communication from Mr. Darling this morning. (Reads.)

(8).

March 30, 1916.

"Dear Mr. HAZEN,—

You were good enough to ask me when I was in Ottawa last week if I would put into shape my views as to a pension scale. I am sending you some blue prints showing the figures, as well as two or three sheets showing how the same scale works out graphically. The figures and the notes thereon will, I think, with a little study, make everything clear.

I have thought a good deal of the whole question since I had the advantage of hearing the evidence and discussion on the matter at the meetings of your committee and am more than ever convinced that the only possible method of deciding on the degrees of inefficiency caused by injuries is on the basis of impaired earning power. It has to come to that in the end, no matter what principle is followed.

I am also firmly of the opinion that the American plan of a specific amount for a specific injury is wrong. Cases of specific injury would vary enormously with different men, and it is this variation that is to be considered. One might as well have a specified amount given for a specified illness such as tuberculosis, rheumatism, paralysis and mental derangement.

You will notice that I have left a very considerable gap between grade 1 and grade 2. Grade 1 is for total permanent disability, no difference being made for single or married men, though in the case of the latter any children he might have would be granted the full rates.

The comparatively larger drop between grades 1 and 2 is made because men in grade 2, though very severely injured, are still capable of filling some kind of position, and probably if they are fortunate could without any very great exertion earn enough money to bring them very closely up to grade 1. This gap between the two grades would allow the men in grade 2, whom it would not be justifiable to put in grade 1, to have their positions improved in case of married men by being given half rates or whole rates for their children in special cases.

You will notice that in the lowest grade the curve upwards from private to colonel is very slight. In the lowest grade of all the colonel gets only double what a private gets, \$75 for the latter and \$150 for the former. As the grades ascend the curve becomes steeper, so that in the case of a totally disabled colonel the pension allowance is three times as great as for a private.

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My idea in flattening the curve in the lower grades is that a small physical injury to a working man is very much more serious than it would be to say, a lawyer, banker or physician.

It is not perhaps so easy to find a perfectly valid reason why in the upper grades a colonel should get so much more than the private. In certain instances it might perhaps work out very unfairly, but in the majority it would be found that a Colonel always had occupied a very much superior position in private life to the average private.

Hoping that you will find this information of some service, with kind regards, believe me,

Yours faithfully,

(Sgd.) FRANK DARLING.

P.S.—I am enclosing a cutting from a newspaper which shows why the distinction between ranks in a volunteer army should not be as great as in a professional one."

Mr. GREENE: Mr. Darling has evidently given this matter a lot of thought.

Hon. Mr. OLIVER: It is the only way, for a man to devote himself to it.

The CHAIRMAN: You had better, Mr. Cloutier, have a copy of Mr. Darling's letter given to each member of the Committee. I was not present when the committee adjourned yesterday, so that I am not aware what the course of business is for this morning.

Mr. NESBITT: Mr. Lawrence was asked to come back to-day.

Mr. SCOTT: Mr. Lawrence represents the Locomotive Engineers.

The examination of Mr. LAWRENCE resumed:

The WITNESS: Mr. Chairman and gentlemen, when the committee adjourned yesterday I was pointing out what I thought was an unfair rate between the rank and file and the officers. I want to say in connection with the widow and her children, I think the rate is just as unfair. I do not know why the child of the rank and file should not receive just as much as an officer's child. I do not know why there is any distinction drawn. All labour organizations have been striving to better the conditions of the labouring class, what we call the ordinary people, and this distinction, in my estimation, keeps them down on a lower plane than they should be. Under this arrangement the child of the rank and file receives \$5 a month, the child of a first lieutenant \$6, the child of a captain \$7, the child of a major \$8, the child of a lieutenant-colonel, colonel, major general and brigadier-general, \$10.

*By Mr. Nesbitt:*

Q. What book are you quoting from?—A. I make a report annually to the men I represent, and it is a copy of my report in which I deal with the pension plan I am quoting from.

Q. It is copied from that?—A. If you will compare my report with the government report you will find that I am quoting correctly. Now, I do not know why my child should not receive just as much as the child of a brigadier-general. I have a son who is in active service. He is single, and fortunately we are not dependent upon him for a living, but I just mention that fact. If he was married and had a child it would be unfair that this child should not get the same proportion as the child of an officer who is in a higher position than he was. Now, this is not new to me. This report was sent out about the 1st of last November, and here are my comments on this pension. I will not read the whole of it. I have already mentioned the fact that we had an interview with the Premier on the matter of the request of our members.

Mr. NESBITT: You have told us the substance of that already.

[Mr. C. Lawrence.]



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The WITNESS: Yes, I have told you the substance. It is not necessary to read it all, but I make comments here (indicating report.) I say I am of opinion, and I think you will agree with me, that the rate for a private soldier or a non-commissioned officer is a little better than nothing, and so on. But I also suggest to them that we can have the matter brought up the next session of Parliament and a more equitable rate established.

*By Mr. Nesbitt:*

Q. Setting aside the arguments with reference to the officer and the private, the child of a private soldier gets \$5?—A. Yes, sir.

Q. Supposing there were three children that would be \$180 a year. Then the widow would get what?—A. The widow of a private gets \$22.

Q. A month?—A. Yes.

Q. That would be \$264 and \$180?—A. But the lieutenant's wife gets \$37 a month.

Q. Adding the two amounts I have mentioned, it would be more than \$264. If the families were large, that is about as high as we would be able to go with a pension?—A. As I said yesterday, the Dominion Government should be, if anything, in a little better position in respect to making grants than the ordinary industries. Under the Workmen's Compensation Act of Ontario each child gets \$5 a month.

*By the Chairman:*

Q. How much does the widow receive?—A. The widow? Twenty dollars and each child \$5 up to the age of fourteen.

Q. That is not as good as the Government pension scale?—A. It is only a difference of \$2 a month in favour of the Government. You could not expect an industry or a railway company to be as liberal as the Dominion Government should be.

*By Mr. Nesbitt:*

Q. Why not? The railway company payment is based on a knowledge of the conditions of life among railway people?—A. Yes, I know. But—

Q. Your argument seems to be that as long as the Government has to pay a pension there is no limit to what they should pay?—A. I beg your pardon, I am not arguing on that theory at all. When we were fighting for the Workmen's Compensation Act all the manufacturing industries in the country were opposing the enactment of any fair measure.

Q. Pardon me, I am a director of five manufacturing institutions, not one of which was opposed to the Act. You had better confine yourself to facts?—A. When I say all of the manufacturers, there may have been an individual manufacturer in its favour, but there were none represented before the commissioner who were in favour of any reasonable Act. I make that statement and I can prove it by the minutes.

Mr. SCOTT: I do not think it is fair to say that the Canadian Manufacturers' Association was opposed to any reasonable Act. They had their representative there and doubtless he placed many difficulties in the way.

The WITNESS: That is all we have to go by, what their representative did.

*By Hon. Mr. Oliver:*

Q. Before we adjourned yesterday I asked you to give us your best opinion as to what amount would afford proper support for a disabled man; also what amount might be regarded as proper support for the dependents, and what relationships should be admitted in that category. Be good enough to give us your opinion as to what would be a fair allowance for a disabled man, that is to say a man unable to earn a livelihood?—A. Of course, my contention is that a man unable to follow his occupation—

Q. Yes, I know, but dropping all that?—A. I just want to follow that up by saying that in my opinion he should not get less, that is the man himself, than \$50 a month.

*By Mr. Nesbitt:*

Q. That is a man totally disabled?—A. Yes, sir.

Q. You would make that a basis?—A. Yes, and I think that is putting it low. Then for the widow there is a difference, because, in making a payment to the widow you are making payments to the children as well. Our suggestion to Chief Justice Meredith when the Workmen's Compensation Act was being considered, was that the widow should receive \$28.

Q. Would you mind dropping your argument about the Workmen's Compensation Act and give us your own view?—A. I think you ought to pay a widow \$30.

Q. That is, if the husband was killed you would pay the widow \$30?—A. Yes.

Q. Now, then, what about payments to the children?—A. As to the children, I think I am putting it very low when I say eight or nine dollars for each child. I believe such money would be well spent. In my opinion you will get the best good, and more good out of money spent upon the children than you could in any other way, but I think the age limit for boy and girl both should be 18 years. As it is at present the age limit for a boy is 15 years and for a girl 17 years. In my opinion the age limit for both should be fixed at 18 years.

Q. They should both get \$8 a month?—A. Yes, sir, for each child and regardless of the number of children there are in the family.

*By Hon. Mr. Oliver:*

Q. You make no difference on account of the difference in age of the children?—A. Not up to 18 years.

Q. An infant would get \$8 the same as a boy of 17?—A. I don't know where you could draw the line.

Q. We want to get your best opinion?—A. I would not draw any distinction.

Q. We want to get your well-considered opinion as to what we should do?—A. In that connection, I want you to remember that often there are circumstances where a child has been subjected to very great disadvantages. I can give you one case in particular. A boy's father died and the house they were living in was not paid for. The father left some insurance but after all expenses were paid there was very little money left. This gentleman worked in the office of a railway company as one of the officers, and his son was going to the Collegiate but he had not got his matric. I might say that he was a close friend of ours, a neighbour. The Company, in sympathy with the widow, offered to take the boy in an office. The boy had to work because they did not have enough to live on. Everybody advised against accepting the Company's offer, but the widow said she could not do without it. The boy left school and was away from school for two years. He realized himself that he should be going to school; he was an intelligent lad and learned faster than the average child.

*By Mr. Nesbitt:*

Q. How old was he?—A. I should think about 16 about that time, and I am satisfied that had he gone to school about two years longer he would have taken his matric. But he quit and was away from school about two years. Then he went back. He has entered two examinations since for his matric, and has failed in both. Now, nobody who knows the boy but would think he could have passed if he had been allowed to attend two more terms.

Q. You have got no proof of what you say—only your own imagination.—A. I beg your pardon, there is no imagination about it.

Hon. Mr. OLIVER: We have asked the witness for his opinion, let him give it.

The WITNESS: There is no imagination about it, Mr. Nesbitt. That boy was a chum of my own son, and I want to say that he was better in learning things than my own son was. But my son passed in the two years and the other boy was absent from school two years and failed at his examination. Now, that boy has to quit school entirely. That is a fact. There is no imagination about it.

[Mr. C. Lawrence.]

## APPENDIX No. 4

*By Hon. Mr. Oliver:*

Q. You advocate a payment of \$50 for a disabled man?—A. Yes.

Q. That does not include attendance?—A. No, it does not include attendance.

Q. Attendance would be extra. Then you propose a payment of \$30 to a widow and \$8 for each child up to 18 years of age?—A. Yes, up to 18 years of age, and that is putting it pretty low.

Q. What relationship would you consider should come in as dependents? There is the widow, of course, but there are others. How would you limit that?—A. I think payments should be made to all when the son contributed towards the support, but I am not prepared to say how far it should go. For instance, I know of an unusual case where a young man supported his two sisters.

*By Mr. Nesbitt:*

Q. Would you place them among the actual dependents?—A. Yes. These things should be taken into consideration by the board. A good board will have a lot to do with the satisfactory working out of any pension scheme. You may grant as good a pension as you like, but if you do not choose a good board to carry it into effect there is going to be dissatisfaction. I would not advocate paying those sisters during the whole of their life, but only for a fair and reasonable period, so that they might find some employment or do something that would enable them to support themselves.

*By Mr. Scott:*

Q. Do you not think there is a pretty difficult proposition involved there? You might have one case where the sister stays at home and the brother supports her. In the case of another man in very similar circumstances he might have a sister who is employed in some office or in a store. The one woman might be just as well able to do something to support herself as the other, but owing to special circumstances she is dependent upon her brother.—A. I realize that of course.

Q. Now, is there any reason why that one girl should be kept by the State?—A. I would not advocate the State maintaining her, only for a reasonable length of time to enable her to support herself.

Q. Why not do it for the other?—A. The other sister is already supporting herself. The probability is that the sister who had been relying upon her brother for support would have to prepare herself for some vocation which would enable her to earn her livelihood. In the meantime, it would only seem fair that the State should contribute towards her support.

*By Hon. Mr. Oliver:*

Q. Supposing I am a soldier, which I am not, and supporting some person, not an immediate relative. Supposing for some reason or other I had adopted a boy. I go to the war and am killed. Now, that boy was dependent upon me and yet there was no relationship between us. Would you make an allowance in that case?—A. Yes, sir, I think that boy should be treated the same as if he was your own son.

Q. Then you would admit the right of any person who had been dependent upon the deceased soldier to receive some consideration?—A. Yes, sir.

Q. But that would be at the discretion of the Pensions Board?—A. I think it would be better left that way.

Q. You would not allow any discretion in the case of a widow? Of course they would have to give her a fixed pension?—A. Yes, I think they should.

*By the Chairman:*

Q. Even though the widow was wealthy and able to take care of herself? We do have cases where the widows are very wealthy.—A. I do not believe in drawing such a line, I do not believe in class legislation. They are entitled in either case to a pension, and ought to receive it.



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Q. Do you think that to the widow with an income of four or five thousand dollars the country should pay a pension?—A. Well, if the husband has lost his life in the service of his country I do not see why it should not.

Mr. SCOTT: I don't see how you could get away from it.

The WITNESS: I don't know why you should not.

Hon. Mr. OLIVER: The man has sacrificed his life and this is a payment of life insurance by the State.

The CHAIRMAN: I would not expect such persons to accept a pension.

The WITNESS: That is a different thing altogether.

*By Hon. Mr. Oliver:*

Q. I think when you undertake to admit to pensions all those who were in dependence on the deceased you would have to define pretty definitely those who would be entitled to a fixed amount. Now, the widow would receive a fixed amount?—A. Yes, sir.

Q. What about the widowed mother?—A. I think if the mother is dependent on the man she should receive as near as they could fix it an amount relative to the—

Q. You would not fix her amount?—A. No. She should receive an amount relative to about the extent of her dependence on the son.

*By Mr. Nesbitt:*

Q. Supposing the person were entirely dependent on the son?—A. If she were entirely dependent on him I think there should be a fixed amount.

Mr. NESBITT: I see, you would leave that to the discretion of the board.

Hon. Mr. OLIVER: You must leave it to the discretion of the board, you cannot have it both ways.

The WITNESS: Not where the widowed mother was entirely dependent.

*By Hon. Mr. Oliver:*

Q. Do you think the entirely dependent mother would be in the same position as the widow and should be treated the same?—A. I would think so. She should be treated the same as the widow.

Q. Supposing I have a mother and father, both well on in years. I am the young son of an old couple, and they are down the hill pretty far. I have been their support and I am killed. What should be done in their case?—A. A mother and father?

Q. Yes. Such a case as I have described is a very common one.—A. I think they should have a stated amount.

Q. They would, of course, come in as dependents. Would you leave them at the discretion of the board?—A. No, sir. I think they should get a certain fixed amount.

*By Mr. Nesbitt:*

Q. The same as a widow would get?—A. I am not saying the same amount, but they should have a fixed amount.

*By Hon. Mr. Oliver:*

Q. That is what I want to get at. Should they be treated the same as the widow?—A. Probably the fairest way, the same as a widow and child, they are two people. With the widow you are dealing with one, but in this you are dealing with two. The fair way would be the same amount as the widow and one child.

Q. In regard to children; the orphan child with a mother, you want to get \$8 a month. Supposing the child is an orphan absolutely, without either mother or [Mr. C. Lawrence.]

## APPENDIX No. 4

father or other relatives, which is a class to be considered. What would you do in that case?—A. In that case they should be treated the same as a child who is left an orphan. This states \$10 a month, but I think it is small. It should be made \$12 for each child left an orphan. In this instance they get \$10.

Q. That is your opinion, and you are a responsible man before us to give us your opinion, no matter how you form that opinion?—A. I think \$12 for each child, and the same age as the other, 18 years.

Q. If entirely an orphan child?—A. Yes, boy or girl.

Q. Then you would fix the pension for a widowed mother at \$30 a month. Would you recognize a father who was entirely dependent?—A. Oh, yes, I think probably he should be treated the same as the widow alone.

Q. Supposing he was an invalid unable to support himself. He would be expected to work if he was able to?—A. Well——

Q. You would have a difference between the man and the woman, or would you?—A. I do not know that I would.

*By Mr. Nesbitt:*

Q. You would give the father, whether or not he was dependent, a pension?—A. A pension if he were dependent.

*By Hon. Mr. Oliver:*

Q. The point is that the woman who was depending upon her son as the sole support, because her son was working for her you would give her her pension in full?—A. Yes.

Q. But the man who was depending upon his son and still was able to work, would you give him a pension just the same?—A. I do not think he should receive a pension if he is able to work. I am putting myself in that boat. If my son met with anything, I would not expect the Government to give me a pension.

*By Mr. Nesbitt:*

Q. Of course, you are out of the ordinary. Supposing you were working with your hands?—A. I do not see any difference. Of course, I probably am out of the ordinary. My son has been in the service ever since war broke out. He took appendicitis at Valcartier, and I brought him home, paid his expenses, sent him up to St. Thomas, and paid for that myself. Not because the Militia Department did not offer to do it; they wanted him operated on in the military hospital in Quebec.

*By Hon. Mr. Oliver:*

Q. But you did not want to take chances?—A. It was not that. The boy was among strangers.

*By Mr. Nesbitt:*

Q. You naturally wanted to look after him yourself?—A. To please the boy.

Q. And his mother too, if she is living?—A. She is. I would have done it regardless of whether the mother was living or not.

MR. SCOTT: When you open up that question of dependents, aside from the widow and children—no doubt there are claims—you open up a big avenue for unreasonable demands.

HON. MR. OLIVER: We are taking his opinion on it.

THE WITNESS: I do not wish to be personal, but I can tell you just where there are unreasonable demands being made now, and you are granting them.

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*By Mr. Nesbitt:*

Q. Don't go into that.—A. Now, I will tell you, gentlemen, I believe if it is known that the Government is going to establish an adequate pension to take care of soldiers and their families after they enlist, when they are sent upon active service, regardless of whether injuries are due to their negligence or not, you will do more to help recruiting in this country than anything else you can do. One dissatisfied person, a dissatisfied widow, can do more harm to recruiting in this country than fifty men can overcome.

*By the Chairman:*

Q. There is no question about that.—A. I think you intend to recommend a satisfactory pension. Now, I associate every day with people who are talking about these things, and there is a lot of dissatisfaction. There is more than what you imagine. Mr. Watters, representing the Trades Congress, and I, hear lots of things that you do not hear. But we are here to do what we can not only for the benefit of these people, but for that of the country at large. We are as much interested in the country and the welfare of the people as any one else. If something is established that will be satisfactory, I want to tell you you will be doing a great work. If it were even advertised to-day that it is the intention to take care of cases such as that of the soldier drowned in the canal, it would have a good effect. That is my personal experience. What I have told you, I got from personal experience. I was alderman in St. Thomas, and mayor, for a number of years. Persons in that position get lots of letters. I never got a letter from anybody that I did not personally investigate myself, and I got letters from women that most men would not have gone near their houses, but I went to satisfy myself. I went once to see a woman who was away from home when I called. I rapped at the neighbour's door. She came to the door, and I asked her if she knew where the lady next door was. She said: "I don't associate with her," and shut the door in my face. I cite these things to prove to you that I have investigated, and made a personal study of it practically all my life. And what I have stated I believe are the facts, and I believe they can be borne out. My opinion of these things is, as regards the amount of pension, I have that from our own men, individually. They think it is wholly inadequate.

*By Hon. Mr. Oliver:*

Q. Your figure for a disabled man is \$50 a month, and for a widow \$30, and you class entirely dependent relatives, a certain number, in the same class as widows; and others who are dependent are to be subject to the discretion of the Board?—A. They should receive some consideration.

Q. Here is another class of injured man, or partially disabled man. What about his dependents? Supposing a man, we will say, has lost an arm or a leg, or is injured internally, but still is fairly efficient, yet at the most not entirely efficient and liable to break down; that is, he becomes inefficient earlier in life than he otherwise would. Where do his dependents come in?—A. For instance, if a man, having lost an arm, took up some occupation where he would make a good living, and afterwards because of that arm, was unable to make a living and keep his dependents, I think the Board should reconsider his case.

Q. That would be at the start. Take this \$50 a month man, he has a wife. Does she get anything?—A. No, sir.

Q. \$50 covers both?—A. Yes.

Q. I see. Well, then, in regard to the man partially disabled, what about him?—A. I think any person who receives wounds or who is partially disabled in any way should receive something.

Q. He should. But what about his dependents?—A. Well, if the dependent suffers, the case should be given some consideration.

[Mr. C. Lawrence.]



## APPENDIX No. 4

Q. Yes, but I want to lay down some rule that will be a guide to the Commission that is dealing with the matter. No matter what rules are laid down there is still a very large measure of discretion required to be exercised by the Commission, but we want to make rules wherever we can make them.—A. I don't know whether I can mention any stated amount, but I think he should receive consideration according to the amount he was contributing to their support when he did do so.

*By Mr. Scott:*

Q. In a case of partial disablement you would not allow the wife anything?—A. If you pay the man and that man supports the wife I do not think the country should be under any obligation.

*By Hon. Mr. Oliver:*

Q. Here is the point I am trying to get at: take your own calling. You have been able to hand over to your wife every month say \$100 or \$200. Yours being a very liberally paid occupation your wife is able to live in very fair style on your earnings. You have been absolutely disabled so that you are utterly incapacitated from pursuing that occupation and you have got to come down to any occupation you can get. If your wife gets no consideration whatever for your disability it is pretty hard on her.—A. That may be, but my proposition was that if I was disabled from following my occupation I should receive the full amount of the pension, and in that case I cannot see why the wife should receive anything.

Hon. Mr. OLIVER: All right.

*By Mr. Nesbitt:*

Q. The payments should be based on the ability to follow the occupation?—A. Yes.

Hon. Mr. OLIVER: In the case I am quoting the man is not totally disabled, therefore he would not get the "totally disabled" pension.

Mr. GREEN: The witness is arguing that if he was prevented from following his occupation he should get it.

Hon. Mr. OLIVER: We are conceding that and I think Mr. Lawrence admits it is not practicable.

The WITNESS: I beg your pardon, I do not admit that. I think it is practicable and should be worked out. I could not advocate anything else. I am urging the opinion of those I represent and I cannot depart from that.

*By Hon. Mr. Oliver:*

Q. Supposing that is not conceded and a \$50 maximum for total disablement is established. In that case there will be a lesser payment for the man who is partially disabled?—A. Yes.

Q. Then does the wife get any consideration in the case of the totally disabled man or in the case of the man who is partially disabled?—A. I think that if a man was partially disabled he would receive so much of a pension. In that case, if he was married I do not understand why the wife should come into the proposition at all. He supports his wife and you should give him pension enough to continue to do so. I don't know why there should be extra payments.

Q. That is your idea?—A. Yes, sir.

Q. As long as the man is living—A. Living with his wife and supporting her the pension should be paid to him and it should continue to be so.

Q. In case of a maximum of \$50, or less than \$50 a month, you would claim nothing for the wife?—A. No.

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Q. That is definite. I would be rather inclined to especially consider the married woman in all cases, because she has much to say, in many cases, in connection with the volunteering of her husband, and it is pretty hard if anybody is hurt and she gets no consideration?—A. Of course they are supposed to be one.

*By Mr. Nesbitt:*

Q. She gets consideration through her husband, although it is a very small consideration?—A. Not always.

*By Hon. Mr. Oliver:*

Q. Supposing we set a consideration of \$50 a month?—A. In that case I think it ought to be paid to them both.

Q. Supposing they have got children?

Mr. NESBITT: They get an allowance for each of the children.

The WITNESS: No, married women do not get anything for each child.

Hon. Mr. OLIVER: Do not make that mistake, they do not get anything in the case of a disabled man, it is only to aid the man. I have seen a man going around at Edmonton wheeling two children in a perambulator, his wife carrying another child, and a fourth running behind. That man is probably a good and valuable soldier, more valuable than if he did not have a wife and children. It may be that the wife induced him to go to the front. That man becomes disabled and gets \$50, or rather, he becomes totally disabled; if he is only partially disabled he does not get that. Now, where do his wife and children come in?

The WITNESS: I suppose these large families should be taken into consideration.

Hon. Mr. OLIVER: I think they certainly should.

The WITNESS: If the man and wife live together and the man enlisted and was killed or totally disabled and they had a number of children under 18 years of age, it would be as well to consider something for the children. Now, that is all I wished to present to the committee. Mr. Watters, President of the Canadian Labour Congress is here, if you would like to examine him.

The CHAIRMAN: We will be glad to hear Mr. Watters if he has anything to say.

Witness discharged.

Mr. J. C. WATTERS called and examined.

The WITNESS: Mr. Chairman and gentlemen, I do not know that I have anything original to suggest. I simply want to support what I have heard stated by Mr. Lawrence. I was not present at yesterday's meeting when he gave the first portion of his evidence and I do not know whether or not he touched on the undesirability, in our opinion, of seeking to discriminate between the man who was injured at the front and the man who was injured while preparing to go to the front.

Hon. Mr. OLIVER: That has been all considered.

The WITNESS: This is the first meeting I have had the pleasure of attending and I did not know whether you had gone over that ground.

*By Mr. Macdonell:*

Q. What is your opinion?—A. My opinion is that the man who was injured in preparing to go to the front is entitled to the same consideration as the man who has been injured at the front.

Mr. NESBITT: Everybody is of the same view.

[Mr. J. C. Watters.]

## APPENDIX No. 4

The WITNESS: Then there is no necessity to discuss that point. I know there is a great deal of difficulty in arriving at something like an equitable basis on which pensions may be given. If we looked at it from the viewpoint of what the individual is sacrificing in order to go to the front, we would be tempted to make the pensions differentiate according to the amount of sacrifice that has been entailed on each individual.

*By Mr. Scott:*

Q. According to his occupation?—A. According to his occupation. There may be some men who have received \$150 a month. The prospects may have been very bright that if they had remained at home they would have made double that amount. When they return if they are only to receive a pension of \$50 a month and when all their prospects for the future have been blotted out, you will admit the pension is entirely inadequate to meet that case. On the other hand, there is the workman who, perhaps only earned \$40 a month, and on his return receives \$50.

Mr. GREEN: It is pretty hard to differentiate.

The WITNESS: Yes. I understand these difficulties pretty well. It does seem to me the view the committee should take is the service they are rendering the country, throw them all into the melting pot, so to speak, recognize the services of each individual as being equal to the State. We must recognize it from that point of view because if we were to trace back the services of each individual we might inquire why it is one man is earning \$150 and another man only \$40 a month.

*By Mr. Macdonell:*

Q. It would be impossible to work out any arrangement taking into consideration every individual case. Is not that what you suggest?—A. The thing suggests itself to my mind; you cannot take every individual case and work it out. You must throw them all into the melting pot; here is the service they have rendered to the country; use them all alike.

*By Hon. Mr. Oliver:*

Q. To treat the matter in any other way you do not think is practicable?—A. No, it is not practicable. I quite agree with the suggestion made by Mr. Lawrence. Even the payment of \$50 a month seems inadequate, but taking everything into consideration I am inclined to believe \$50 should be paid to the totally disabled man, but nothing less than this amount in order to enable him to live in decency.

*By the Chairman:*

Q. Do you mean the man who is unable to earn anything, who is totally disabled?—A. Yes, the man who is totally disabled. The man who by reason of the misfortune which has occurred to him is debarred from earning anything.

Q. The percentage of those we are told is very low.—A. I understand that. The difficulty will be to meet the cases of men who are partially disabled and to deal out a pension in proportion to the extent of their disablement.

*By Mr. Macdonell:*

Q. Or men who are disabled for the time being.—A. Yes.

*By Hon. Mr. Oliver:*

Q. Colonel Belton gave us a list of grades under which pensions should be paid. We tried to get from him a definition of these, but did not succeed. The first degree would apply to those who are rendered totally incapable of earning a livelihood as the result of wounds or injuries received, or illness contracted on active service at the front during drill or training or on other military duty. Now give us your idea of what injury would bring a man in that class.



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Mr. GREEN: That is totally disabled?

Hon. Mr. OLIVER: Yes.

A. That is one of the most difficult things, I think, to answer.

Q. That is what we want to find out.—A. It is pretty hard to define what is a totally disabled man, unless it is one who has lost both arms, for instance.

Q. Well, in the case of a man who has lost both arms, is that total disablement?—

A. It seems to me that is total disablement. Even a man who had lost both eyes is not totally disabled because I have seen them at the building conducted by the Association for the Blind, engaged in occupations enabling them to earn something.

Q. Do you not think a man who had lost both hands would be entitled to that amount of pension?—A. Yes, I do.

Q. That is what we want to get at. It is not to quibble on the words "total disablement" but what injuries would you consider sufficient to warrant a man being paid that \$50.

Mr. GREEN: A man who has lost both legs, for example?—A. Yes, a man who has lost both legs I would consider totally disabled.

*By the Chairman:*

Q. Supposing that man was an engraver? It would not interfere with his following his trade, would it?—A. Even a man who is totally blind is not totally disabled, because, as I have already said, I have seen blind people at work; but speaking generally, I would consider that a man who has lost both legs is totally disabled.

Q. You would not consider a man with one arm totally disabled?—A. No.

Q. Nor a man with one leg?—A. No.

Q. Or one eye?—A. No.

Q. What about deafness?—A. I would hardly consider that total disablement because there are quite a number of deaf men who are able to earn a living.

*By Hon. Mr. Oliver:*

Q. Now, the second degree is applicable to those who are rendered in an extreme degree incapable of earning a livelihood as a result of injuries or illness contracted on active service. Would you consider that a man with one arm had been rendered in an extreme degree incapable of earning a livelihood?—A. Speaking generally, I would consider a man very badly handicapped when he loses an arm.

Mr. SCOTT: You have got to consider the other degrees. There is the extreme degree and there is the material and marked degrees.

Mr. NESBITT: That extreme degree should be cut out.

The WITNESS: Off-hand it would be very difficult for me to draw the line between these degrees.

Hon. Mr. OLIVER: We want your opinion. You have given us a distinction of the first degree, that is the man incapable of earning a livelihood.

Mr. SCOTT: Is he not entitled to know what degrees follow, in order to be able to give an intelligent opinion?

Hon. Mr. OLIVER: All right. The second degree applies to a man rendered in an extreme degree incapable of earning a living. The third specifies that the man must be in a material and marked degree incapable of earning a living. The fourth, that he must be in a material but limited degree, while the fifth specifies "in a small degree." These are simply terms, and they have to be defined by instances, just the same as in law cases have to be defined by the decisions of the court.

Mr. NESBITT: The extreme should be in No. 1.

Hon. Mr. OLIVER: No.

Mr. NESBITT: What do you call extreme?

[Mr. J. C. Watters.]

## APPENDIX No. 4

Hon. Mr. OLIVER: I think there should be certain differences between Nos. 2 and 1.

Mr. SCOTT: Mr. Darling divides them into nine.

The WITNESS: Did not the officers of the department who are responsible for the granting of pensions define the degrees themselves?

Hon. Mr. OLIVER: We had Colonel Belton here, and tried to get him to define them, but he failed to do so. Now you, Mr. Watters, are a practical man. Do you consider that a man who has lost one arm is rendered in an extreme degree incapable of earning a livelihood.

Mr. GREEN: Bearing in mind the other degrees enumerated.

The WITNESS: No.

Hon. Mr. OLIVER: Supposing he has lost his right arm.

Mr. NESBITT: He soon learns to work.

The CHAIRMAN: I would think that man would be rendered incapable to an extreme degree of earning his livelihood. In some occupations he would be rendered almost incapable.

Hon. Mr. OLIVER: Absolutely incapable in many occupations, in fact in most occupations.

The CHAIRMAN: Yes, if he were a painter, for example, he could not carry on his occupation with the loss of his right arm.

Mr. NESBITT: Why?

The CHAIRMAN: Because he could not do his work as a painter or a carpenter.

Mr. NESBITT: I know men in that position who could do more work than you and I could.

The WITNESS: I know quite a number. I know one man with his arm off at the elbow, and it is surprising what he can do. He can set type and a lot of other things. But these are exceptional cases. We must consider the matter as a whole.

*By Hon. Mr. Oliver:*

Q. Take the case of a man who has lost one leg. His position is not so serious?—  
A. Not so serious as that of a man who has lost his arm.

Hon. Mr. OLIVER: I would be very strongly of the opinion that the man with one arm should be put in that list.

The CHAIRMAN: So would I.

*By Mr. Green:*

Q. If you put two and three together, I quite agree with you.—A. The distinction is so closely drawn you cannot make a distinction.

*By Mr. Macdonell:*

Q. It is a matter of opinion.—A. My opinion is that a man who loses an arm, that is an extreme degree.

The CHAIRMAN: Something depends on the age he loses it. If he loses it in childhood, he adapts himself. Take a man in mature life, it is more difficult to recover from such an injury.

Mr. SCOTT: There must be some one on this Pension Board who, in actual practice, has to decide these things.

Hon. Mr. OLIVER: We had the practical man before us, but we could not get a satisfactory answer from him.

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Mr. MACDONELL: We have not adopted this classification. It may be confusing, misleading, and very dim. I think we are dealing with something and arguing a lot upon questions founded upon hypothetical cases.

Hon. Mr. OLIVER: We must make some distinction.

Mr. MACDONELL: That classification is entirely impossible.

*By Mr. Nesbitt:*

Q. Which do you prefer, the degree classification, or the American classification of so much for an arm, a foot or a leg?—A. I am inclined to think I favour the more specific, definite statement in the American system.

*By Mr. Scott:*

Q. That is for total disablement?—A. Yes.

Q. Give him so much if he loses an arm or a leg, and so much for an eye?—

A. Yes.

The CHAIRMAN: That would cut everything out except total disability.

*By Mr. Macdonell:*

Q. In your opinion then, outside of total disability, is the individual injury basis adopted by the United States Navy classification the system that you would apply?—A. Yes, I am inclined to think that would be the better method.

Q. Have you a classification in your mind other than that which you would recommend?—A. No, I have not. A wide latitude should be given to the Board itself.

Hon. Mr. OLIVER: You cannot fix it any way but they must have a wide latitude. But Parliament should certainly lay down limits within which they must exercise their latitude.

Mr. GREEN: The witness says, if I understand him right, he agrees with the American system of so much for a specific injury. If he does, he cannot have a wide latitude in pensions.

The CHAIRMAN: Any man who loses a right hand gets exactly the same amount. There is no latitude there.

Mr. GREEN: No matter what a man loses, he is paid a specific amount under the American and French systems. If you are going to adopt that, you cannot give any latitude.

The WITNESS: I made that statement in reply as my opinion upon whether or not these degrees would be better than the American pension system. My opinion of the American system was that it was definite and specific.

*By Mr. Green:*

Q. Then you follow that by the statement that the Pensions Board should be allowed a wide latitude. You cannot allow them a wide latitude.—A. If we do not adopt that system, you give him the earnings of a partially disabled man commensurate or somewhere nearly commensurate with his earning capacity before his disablement.

Q. Will you tell us this, Mr. Watters: In your opinion would it be better to appoint a Board and allow them a latitude wide or small as we see fit, or adopt the French and American plan of so much for a specific injury, and have it definite?—

A. If I was on the Pensions Board, I would prefer the American and French systems.

Q. If you were on the Pensions Board? What is your outside opinion?

*By Hon. Mr. Oliver:*

Q. You are Watters now, what is your opinion as to the difference between the two?

[Mr. J. C. Watters.]



## APPENDIX No. 4

*By Mr. Scott:*

Q. Which is the fairest all around?—A. I am inclined to think that the French and American system would be the most satisfactory.

Mr. SCOTT: I should imagine that too.

The WITNESS: Because, as you can readily understand, the members of the Pensions Board, with the best motive in the world, might make mistakes; and if they have a set of circumstances that they must observe it seems to me there will be less likelihood of any miscarriage of justice or equity.

*By Mr. Macdonell:*

Q. You are through with that feature?—A. Yes.

Q. What opinion, if any, have you as to the desirability of establishing vocational or industrial schools, or seminaries, or hospitals, or something of that nature, for returned soldiers who are wounded?—A. I can answer that without equivocation. And when I am answering in the affirmative, I understand thoroughly there are some of our own people, the working people, who may claim that the returned soldier, by reason of his training, may displace quite a number of our people. But looking at it from the broad, humanitarian standpoint, the best service we can render our people throughout Canada is to give these wounded soldiers an opportunity to earn their own living, and by all means we should provide means whereby they can earn their own living.

Q. What is the best way of working that out and obtaining that result?—A. Now, Mr. Macdonell, I have not, I must say, given the matter sufficient thought in detail to give an intelligent opinion.

Mr. SCOTT: You would find a great deal of information in the French report.

*By Mr. Macdonell:*

Q. Is there any further information you would like to volunteer to the Committee?—A. I think that would cover the ground, I think that it has been covered. I support what Mr. Lawrence said as to rates.

*By Mr. Nesbitt:*

Q. With reference to the partial disability, you have heard what was discussed here this morning with Mr. Lawrence. Would you advocate paying the man's wife, if he was under a partial pension, anything extra?—A. No, because it is generally recognized that the husband is the provider for the family, and by his pension being adequate to meet the demands of the family that would be all that was required.

*By Mr. Scott:*

Q. The pension received by the partially disabled man would cover the impairment of his earning capacity?—A. Exactly.

Q. Therefore you would say it was not necessary for any additional allowance in that case?—A. Exactly, because his pension would cover that. It is altogether different in the case of a man who is totally disabled, or a widow.

The CHAIRMAN: We wish to thank you very much for your evidence, Mr. Watters.

Witness discharged.

Committee adjourned.

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## HOUSE OF COMMONS,

COMMITTEE ROOM No 306.

WEDNESDAY, April 5, 1916.

The Committee met at 11 o'clock a.m. In the absence of Hon. Mr. Hazen, Mr. Nickle, on motion of Mr. Nesbitt, took the Chair.

The ACTING CHAIRMAN: Sir Herbert Ames is with us this morning and we would like him to tell us about the work of the Canadian Patriotic Fund.

Sir HERBERT AMES: Mr. Chairman, when I understood that this Pensions Committee was sitting, although unable personally to attend as a spectator, as I should have liked to follow the deliberations, I thought possibly the experience of the Canadian Patriotic Fund from day to day in dealing with soldiers' dependents might be of some value to the committee and of some value to the record. I do not pretend to offer any suggestions regarding the treatment of disabled soldiers. Mr. Scammell, who represents the Hospitals Committee, has made that a matter of study and their commission is far more capable of dealing with that matter than I am, but our experience for the last twenty months has been entirely with the soldiers' dependents and possibly we may have acquired some information that may be of value to your Committee in its deliberations. In the first place, as nearly as we can judge, about 15 per cent of the men who enlist have dependents and certainly these men can be regarded as the breadwinners of their respective families. I understand that the Government pays between 50,000 and 60,000 separation allowances, and we issue, exclusive of the province of Manitoba, about 35,000 cheques in helping families from the Patriotic Fund, leaving 15,000 families that apparently are not in need of further assistance than they get from the Government alone.

Mr. NESBITT: All of the ridings are not subscribers to your fund.

Sir HERBERT AMES: There are only a few independent organizations. The province of Manitoba has an independent organization run on precisely the same lines as ours and working in the utmost harmony with ourselves. There are only technical reasons why they do not belong to us; reasons which originated at the beginning of their fund through a trustee arrangement which they had and which rendered it, according to their by-laws, rather difficult. But they parallel our methods, in every respect. All our knowledge, all our records, all our advice, assistance and supervision is at their disposal. There are no independent organizations in British Columbia to our knowledge. Chilliwack was the last, and that has come in; there are none in Alberta; I think there are none in Saskatchewan; Manitoba has a homogeneous provincial organization. The only places in Ontario to-day that are not directly connected with us are Sarnia, Preston, Paris, and Fort William. I do not know of any other.

Mr. NESBITT: Norfolk has come in?

Sir HERBERT AMES: Norfolk came in. So this list gives a fair indication of the conditions in all the provinces of the Dominion in connection with the work among the soldiers' dependents. It covers New Brunswick, with the exception of Grand Falls, which has a private organization and throughout Nova Scotia the work is done through a number of executives, and is very well done, so that our records practically may be taken as indicative of conditions in every part of Canada with the possible exception of Manitoba. We would send the Manitoba statement if desired.

The ACTING CHAIRMAN: What classes do you include within the word "dependents."

[Sir Herbert Ames.]

## APPENDIX No. 4

Sir HERBERT AMES: We are a little broader in our idea of the word "dependent" than the Government is. There are two classes of dependents, as we know them. Those that are directly dependent in toto, and those that are indirectly or partially dependent. Those that are directly dependent, we consider to be the wife of the soldier and the soldier's children, also any invalid member of the soldier's family. We also consider the only unmarried son of a widowed mother, where she was wholly dependent on him for support—there may be other children in the family under fifteen years of age—but we regard that widowed mother exactly as a wife. We also, to a lesser degree, recognize indirect dependents. For example: there were two sons in a widow's family, and both of them had been earning comparatively small amounts, and one went to the war and the other did not, but the family could not be adequately supported on the earnings of the one that remained. We endeavoured to replace to the family the net value of the man who did enlist, bringing the family to the same position that they otherwise would be. That is what we call the problem of indirect dependents, and it is impossible for any rules to be laid down, but our local branches deal with a case of that kind on its merits, relying on two fundamental principles: first, that the family must be in need in case there was no Patriotic Fund; secondly, that the family must have been to a certain degree, dependent on the man who enlisted. Resuming what I was saying a moment ago, we judge that 40,000 families, including Manitoba and those independent organizations, are to-day receiving assistance from the Patriotic Fund, and that is within 10,000 or 15,000 of the Government figures of those who get separation allowances; from which we conclude that about 25 per cent of those who get separation allowances need nothing more, and are satisfied, either from having private revenues or otherwise, with what they get from the Government.

Mr. NESBITT: Beside that, the separation allowance is granted, I imagine, to some people that you really would not make a grant to?

Sir HERBERT AMES: The separation allowance is regarded by the Government as part of the man's pay, and goes to his wife just the same whether the wife needs it or not. The Government approaches the family purely from the point of view of the efficiency of the soldier. If a millionaire and a coachman both enlist as privates, Mrs. Millionaire and Mrs. Coachman each get \$20. It is of little account to Mrs. Millionaire; but it is not enough for Mrs. Coachman if she has four or five children. The Patriotic Fund views the matter not from the soldier's point of view, but co-operates with the Government view; it meets the need of the family, and wherever the family needs more than it is getting to come up to the scale of decent living, we provide that addition. We represent for 40,000 families in Canada the difference between bare existence and decent living. Now, that gives you, to some extent, an idea of the possible maximum of widows and widowed wives and mothers and dependent families that the Government may have to provide for in case of very heavy casualties. The other evidence that possibly I might give that would be of value would be as to the composition of the families, and the amounts which the families receive.

(At this stage Hon. Mr. Hazen arrived and took the chair).

Mr. NESBITT: It is the average composition we want to get.

Sir HERBERT AMES: We have been surprised at the smallness of the families. There are many exceptional cases of families of six, eight and ten children. But the families of the men that come to us are, for the most part, comparatively small owing, we believe, to the fact that most of the men who enlist are comparatively young. I have here our January record. We have 28,435 families to look after; they contained only 77,042 persons, which, you will see, is less than three persons per family. Generally speaking, we consider our average family to consist of a woman, a child running about, and a baby; and, making due allowances for possible increases in families, I do not think that if all the dependent families became bereaved families by the loss of the bread-winner that they would average more than three individuals; a woman and two children would be about the average. Now, we have found, in dealing with the



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Patriotic Fund, that the Government's allowance is a fixture of \$20 a month, and the Government's allowance goes to every soldier's wife alike, wherever she may live in Canada. But \$20 will do a great deal more in Prince Edward Island than it will do in the Yukon; and, consequently, the Patriotic Fund, in endeavouring to determine the amount of supplementary assistance, varies with each province, and, to some extent, varies as between an urban and a rural community.

Mr. GREEN: You would not suggest that the Government in connection with pension funds should differentiate at all?

Sir HERBERT AMES: No. All I would suggest would be that the Government would have to bear in mind the maximum and the minimum, and try to strike a fairly happy mean between the two. Now, taking the Dominion as a whole, our average monthly assistance per family was \$16.30 in the month of January. It is a trifle lower to-day because of some slight amendments in our regulations regarding childless wives; but, generally speaking, the Patriotic Fund gives about 50 cents a day to the families throughout Canada as a whole. Now, the amount varies with the different provinces, and, perhaps, for purposes of record that information may be of some value to you. Those soldiers' dependents that are living in Newfoundland receive on an average \$11.81 per family; those living in Prince Edward Island receive about \$10 per family; those in Nova Scotia receive \$13 per family; those in New Brunswick averaged in January, \$14.58 per family. In the province of Quebec, the whole province, they averaged \$13.16 per family. Throughout Ontario, where we had 13,458 families, the average was \$15.23 per family.

Mr. NESBITT: The highest of any?

Sir HERBERT AMES: So far, yes. It goes gradually higher as you go West. I cannot give you the Manitoba figures, but I can get them for you. Saskatchewan is the highest of all. The Saskatchewan families, numbering 11,273 in January, averaged \$23.19. There is a reason for that, however, which does not appear on the surface, and it is this, that the Saskatchewan organization regards whatever the husband sends back as his money, and re-deposits the equivalent amount monthly to the credit of the family in a trust fund. Consequently the Saskatchewan organization is accumulating a very considerable amount which is to be paid out to the soldiers' wives and families when the men come back from the front as representing the money which the men themselves have sent back. In the other provinces that is not tried except voluntarily, and the averages, therefore, of the other provinces cannot be compared with those I have already given.

Mr. NESBITT: In Saskatchewan you equalize what they receive?

Sir HERBERT AMES: We equalize what they receive. That is, if a woman says she is getting \$15 per month from her husband, we take \$15 out of what she would get from the Patriotic Fund, and deposit it to her credit in a trust account. If she says that, in addition to that \$15, she must have one-half of it, we deposit the other half, and if the woman has any back debts to pay or doctor's bills, the money is taken from the amount to her credit in the trust account. That trust account is her reserve account, the idea being that at the end of the war when the man comes back home this money will be available for him and his family during the reconstruction period, to be paid in instalments spread over two or three months in order to give him an opportunity to look around and obtain a job. Now, in southern Alberta the average is \$19.92 and in northern Alberta, \$20; in Vancouver the average is \$20.22, for Greater Vancouver, against all British Columbia \$20.61. So that, generally speaking, the eastern provinces run from \$10 in Prince Edward Island to \$15.23 for the eastern half of Ontario, while the western provinces all run about \$20 a month. That is the statement of the supplementary assistance which the soldier's family receives. Now, of course, it must be remembered that in nearly all these cases, not all of them, but in a great many of these cases, by far the greater portion of them, these families already receive \$20 separation allowance, and, in a great many cases, they also receive "assigned" pay. So that the initial income of most of these families is \$35 a month and when you want to ascertain

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just what the family is living on you have to add that \$35 a month to the Patriotic Fund payment. Hence, generally speaking, families of three persons in the East to-day who are helped by the Patriotic Fund average from all sources \$60 a month, or \$2 per day, while families that are of the same size in the West average about \$5 more, or \$65 per month from all sources. We have been somewhat criticised for paying as much as we do, but we have justified it on two counts: first that the very large number of families whom we helped were in debt when the men enlisted, and we always urge the women to use the money that the husband sends to pay off these debts; after they have done that we ask them, if the home is run down, to use the money he sends to refurnish the home and often after they have done that we urge that the children and the mothers themselves be well clothed from that money. We do not calculate that the \$35 a month for a woman and two children can pay the back debts or refurnish the home or will provide any clothes for the children, consequently we always urge them to use the money the husband sends home as assigned pay for those purposes.

Mr. NESBITT: Have many of them assigned their pay, do you know?

Sir HERBERT AMES: Yes, the assignment of pay is almost universal. It has been compulsory latterly; it was optional at first. And usually the assigned pay follows the separation allowance; wherever a man indicates that his wife or his mother needs a separation allowance, it follows automatically that \$15 of his pay goes to her as well. Consequently the assigned pay has been, to a large extent, used in pulling up the home conditions of a great many of these families, and any of our Patriotic Fund committees will tell you that the general condition of the families to-day, after they have been six months on the fund, is very much better than when the same families were first taken on. Now we are also endeavouring, to a considerable extent, after the debts are paid, the house furnished and the children clothed wherever we can get the woman to save a portion of this assigned pay which the husband sends home, to preach to them that the husband may be out of work for a time, and it is desirable for them to have a nest egg as against his return. Now, it must be taken into consideration by this committee that the woman who loses her husband will, generally, have been on the Patriotic Fund for a fairly long time. It takes, as you know, about from six to ten months to get a regiment recruited, armed and trained and sent across into the firing line. During that six or eight months nearly all of these families have reached the level of decent subsistence if they have been in any way careful of the amount which was given them, so that by the time the Government gives these families a pension the woman is outfitted in conformity with her situation in life. The first pension she gets, usually three months after her husband's death, is for three times the amount she will thereafter receive. If she is in receipt, we will say, of \$35 a month, she will get a cheque for \$105 in one cheque when her first pension cheque comes in. That enables her to buy mourning, and to pay any debts she has, before she enters on her new phase of life. Therefore when you come to consider whether the present pensions are adequate, I think you should not expect that they would have to be put to the equal of the Patriotic Fund totals to-day, because the Patriotic Fund has had to offer a certain amount of inducement to stimulate the enlisting, and because, also, the Patriotic Fund has had to pull a great many families up to a decent scale, and you are going to provide pensions to families that are fairly well established.

The CHAIRMAN: When you say "Patriotic Fund total" that applies to the separation allowance, the assigned pay and the Patriotic Fund allowance?

Sir HERBERT AMES: Yes. Consequently, I do not think you will be justified in bringing the pension for a woman and two children up to \$60 a month, which is practically what such a family now receives from all sources, during her husband's absence, throughout Eastern Canada, or \$65 a month which is the average throughout Western Canada. If there are any questions the members of the committee would like to ask along that line I will be very glad to tell you what our experience has been. I have here what we call our maximum city schedule of assistance, what a wife having no children, or one or two children, or more, with their ages and so on would receive if

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you desire to have it on the record. I may say in reference to that schedule that that is what we call our maximum city schedule. It is very rarely that the local committees give just what is fixed in this maximum schedule; they usually shade it down 10 to 20 per cent, but we publish it in order that we may have a certain check in case any local organization gets out of hand and endeavours to give too generously. It was originally drafted for conditions in Montreal and Toronto where rents are higher, and to-day the rates paid in Toronto and Montreal may be less than this schedule.

Mr. MACDONALD: When does the Patriotic Fund allowance stop?

Sir HERBERT AMES: In the case of a woman who has lost her husband it continues until her first pension cheque comes.

Mr. MACDONALD: And in the case of a man who is invalided home?

Sir HERBERT AMES: The Patriotic Fund does not consider the man, we have felt that is work that belongs to the Hospital Commission, but the Patriotic Fund does continue to help the woman and the family if the man has come home invalided and is sent to a sanatorium, or for any reason is not permitted to live with his family. In such cases we see that the woman does not suffer so long as the man is in an invalid condition in this country.

Mr. NESBITT: I suppose when he is in a convalescent home he is still getting his pay?

Sir HERBERT AMES: If he is in a convalescent home we still help that man's family, provided the family would be in need otherwise after receiving what the Government gives them while the man is in the convalescent home.

Mr. MACDONALD: In other words, so long as he is on the list as a member of the military forces.

Sir HERBERT AMES: Yes, until the Government says that man is disposed of.

Mr. NICKLE: You still look after the woman?

Sir HERBERT AMES: As far as the women and children are concerned we have tried to do so.

Mr. NICKLE: I think that has not been the case always.

Sir HERBERT AMES: Yes, it has been in Montreal. We have several families in Montreal where the fund is still continuing to help them. We do not have many cases of that kind, but if the woman should come to us and say that her husband had come back, that he was in a sanatorium, and that she, with her large family, was still in need, the Patriotic Fund would help her to a certain extent so long as the husband was in a sanatorium.

Mr. NESBITT: Do you know if the Government pays separation allowance in that case?

Sir HERBERT AMES: I do not know just what the Government pays; but I understand so long as the man is not discharged his pay goes on just the same as if he were at the front.

Hon. Mr. LEMIEUX: Who would pay for his board at the sanitarium, the Government?

Sir HERBERT AMES: Yes, the Government.

Mr. MACDONALD: You have not any data to show the living allowance for a man who was receiving a pension, but you have an approximate estimate of what that ought to be by reason of the allowance you found necessary for his wife and children?

Sir HERBERT AMES: Our statistics relate entirely to the man-less family.

Mr. MACDONALD: Well, for the man-less family, for the condition of course according to the degrees of disability of the man, do you think that the amount should be increased over what your allowance should be, as a matter of permanent pension, or should it be lessened?

Sir HERBERT AMES: In view of the fact that when the widow receives her first pension cheque she will, in all probability, have been enabled with the assistance of the Government and what she receives from the Patriotic Fund, to have paid her debts and have a comfortable home on which a continued capital outlay is not necessary, I

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would consider that the scale we have been paying would be reduced where there is a man-less family. Where the man is added, the care of the man is added, it would almost seem to me that our scale could not be reduced; if you have the man to care for as well.

The CHAIRMAN: That is if the man is helpless.

Sir HERBERT AMES: If the man is totally helpless.

Mr. MACDONALD: The pension has to come in then to supplement the Patriotic Fund?

Sir HERBERT AMES: Yes, I think that is fair. I will leave this statement with you, the members of the committee can pass it around, and you can see what the average is, in the different localities. It varies, not very much, but it is remarkable how evenly the Ontario cities average, when they work out along the same lines. The cost of living is higher up in that section along the line of the T.N.R., it is also higher along the line of the C.P.R. and the National Transcontinental Railway in those northernmost places, such as Port Arthur. There was, generally speaking, throughout the settled part of Ontario, very little variation between districts in the amount that the local committees have by experience determined to be sufficient. Now there is another matter I would like to bring to the serious consideration of this committee with a view, if possible, of getting a recommendation from this committee. That is the position in which the wives and families of British reservists, and of French and Belgian reservists, find themselves in Canada when the man is killed.

Mr. MACDONALD: You mean men in the Canadian Expeditionary Force?

Sir HERBERT AMES: No, in the British and other allied forces. When the war broke out the first people of all to go were the British reservists. They did not wait to be drafted but immediately flocked to the colours.

The CHAIRMAN: These British reservists are usually paid something by their Government are they not?

Sir HERBERT AMES: Yes. And the casualties among these British reservists have been very heavy. They took the first boat across and joined their regiments on the other side, and they left families scattered from one end of Canada to the other. These men came out here with the intention of becoming citizens and settlers, and they are, many of them, in every sense of the word, Canadian citizens. They will receive, when the war is over, only the British rate of pension, and if that British rate of pension is lower than the Canadian pension it means they have to adopt a scale of living, if they come back and reside in Canada, below what we believe to be a decent scale. Now, I want this committee to very seriously consider whether the services which these men have given to the Empire and the services which these women are rendering are not worthy of consideration and recognition.

Mr. NESBITT: You keep them on the Patriotic Fund?

Sir HERBERT AMES: Yes, we have had them on the Patriotic Fund from the beginning, and we pay them the same as we pay the Canadian families, because they get so much less from their own Government than the Canadian families get. I would ask this committee to take into their serious consideration the question whether they should not recommend that the difference between the imperial pension and the Canadian rate of pension should be made up to them in the case of families where they have taken up residence in Canada before the war broke out and where the man comes back to Canada intent on making his living in this country and on bringing up his family here.

The CHAIRMAN: I suppose it is a fact that a great deal of money paid in pensions will go to people living in the British Islands?

Sir HERBERT AMES: A considerable quantity.

The CHAIRMAN: And those people who are drawing pensions from us will, in all probability, receive larger sums than the dependents of the man who enlisted in a British regiment, living in England?

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Sir HERBERT AMES: That is true. Still when you come to consider the condition of the individual family, the fact that Mrs. Jones living in England gets more than the English rate does not help Mrs. Smith living in Calgary, who is getting less than the Canadian rate.

The CHAIRMAN: Did not these men who enlisted in the British service receive during the time they were living in Canada from the British authorities a sum of money on condition that they were to go back to the colours?

Sir HERBERT AMES: That would be a small amount.

The CHAIRMAN: It was their duty to go back to the British regiments. They could not have enlisted in a Canadian regiment had they desired to?

Sir HERBERT AMES: That I cannot tell you.

Mr. NESBITT: Do you know they were paid?

The CHAIRMAN: I think they were, but I am asking Sir Herbert if he knew.

Sir HERBERT AMES: If you get the secretary of the Imperial Pensions Board at Ottawa, he can tell you about that.

Mr. GREEN: Are the reservists largely officers or men?

Sir HERBERT AMES: Largely men.

Hon. Mr. LEMIEUX: When the British reservist is killed in action, does the Patriotic Fund continue to pay his family?

Sir HERBERT AMES: That has been where the difficulty has come. We have at the present time a certain number of families on our fund, that, strictly speaking, we do not feel ought to be still on the Patriotic Fund. But we cannot drop them; you cannot drop the wife of a British reservist with six or seven little children if her husband has been killed, and before she gets her British pension. When the British pension does come it will be inadequate for her to live on in Canada.

The CHAIRMAN: If these people have enlisted in British regiments, why should not the British government make provision for them?

Sir HERBERT AMES: If the British Government are prepared to pay a Canadian rate of pension to a reservist remaining in Canada, it would be all right. You might possibly make an arrangement with the British Government by which you will pay British rates in England, and they will pay the Canadian rates in Canada. But I do not think they will do that.

Mr. NESBITT: We would not want to do that.

Sir HERBERT AMES: The problem is this, gentlemen, and I think you will see it. You have in the same town two families; the two men have gone to the front; one is fighting in an Imperial regiment, and the other in a Canadian regiment; both are bona fide residents of the town, both men intended to remain there; both intended to bring up their four or five children there. And yet the widow whose husband was in a Canadian regiment will receive an adequate pension to live upon decently, and the other, because her husband went in an Imperial regiment, cannot live on her pension in Canada.

The CHAIRMAN: Then we are only responsible for those men who go overseas with the Canadian Expeditionary Force?

Sir HERBERT AMES: Aren't you also responsible for these women who do come out to Canada, intending to become Canadian citizens, to see that they live decently and comfortably, so that they can bring those little children up in an adequate way? We have been up against this problem so often that we have been obliged to advise again and again that the woman take her children back to England. When you have a woman planted in a Canadian town, with a nice family of clean, little children, and her breadwinner gone, it seems a great loss of human energy to say to that woman: "Your pension will be so small that you cannot live in Canada; we will give you your passage to go back to England."

Mr. GREEN: Will we be any more responsible for those who were here at the outbreak of the war than for those of the same character who come after the war?

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Sir HERBERT AMES: Yes, because those here before the war had no expectation of the war, and they came here with the intention of becoming Canadian citizens. Those coming out in the face of a recognized ruling would know perfectly well what they could or could not receive. I would not apply it to those who were not bona fide residents of Canada before the war.

Mr. NICKLE: Supposing they returned to England?

Sir HERBERT AMES: I would put them on the English pension, if they subsequently returned.

The CHAIRMAN: They will get the English pension. You say we should supplement it.

Sir HERBERT AMES: I say that the English pension in Canada is inadequate, particularly in the western provinces; that a woman in Calgary, Edmonton, or British Columbia, with a family of four or five little children, cannot live decently on a British pension.

Hon. Mr. LEMIEUX: Who administers her pension?

Sir HERBERT AMES: The Imperial Pensions Board. You could ask the secretary of that board to come before the committee.

Hon. Mr. LEMIEUX: Who is the secretary?

Sir HERBERT AMES: Mr. Ferguson Davidson. It is an Imperial creation.

Mr. MACDONALD: We ought to have that gentleman here.

Hon. Mr. LEMIEUX: The Deputy Postmaster General and the Deputy Minister of Militia were at one time the secretaries or administrators of that fund. Sir Herbert, before you proceed, I would like to get some explanations from you. You were speaking about the status of the British Reservist, and you mentioned also the French and the Belgian Reservist.

Sir HERBERT AMES: I am coming to that.

Hon. Mr. LEMIEUX: I want to hear about them.

Sir HERBERT AMES: I was going to enlarge my appeal so as to include the French and Belgian reservist. They are in exactly the same condition.

Mr. MACDONALD: Can you give us any idea of the number?

Sir HERBERT AMES: In a general way I can give that now.

Mr. GREEN: What about the Italian and Russian reservists?

Sir HERBERT AMES: I am coming to that. When the Patriotic Fund first was inaugurated it was found that practically every Frenchman or Belgian of military age was going from Canada to the old country. There are not many wealthy Frenchmen or Belgians in Canada, and the task of providing for their families if it fell wholly on the local Franco-Belgians, would have been a heavy task indeed. One of the first things the Patriotic Fund took up was our attitude towards them. We felt, from a patriotic point of view and an international point of view, that we should extend the Patriotic Fund to a sufficient width to include the Franco-Belgian families, which we did. And, through the assistance of the French and Belgian consuls, we have given help wherever necessary throughout Canada, and we give on the certificate of the consular agents of Belgium and France each month the necessary sum to bring the Franco-Belgian families up to the scale of the decent subsistence.

Hon. Mr. LEMIEUX: Can you give the amount approximately?

Sir HERBERT AMES: We are paying, through Montreal, to Franco-Belgians about \$10,000 a month, since the war began.

Mr. NESBITT: Have they subscribed themselves?

Sir HERBERT AMES: Anything they could raise they turned into our common fund; they have given generously and handsomely. We have been paying through Montreal nearly \$10,000 a month for probably a year and a half for Franco-Belgians. We are doing the same at Quebec; we pay at Quebec about \$1,200 a month. And then we also have probably another \$700 or \$800 in scattered families in out-of-the-way places all



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over the Dominion. We have a certain number of Belgian families at St. Boniface, near, Winnipeg, and in upper Alberta. So, I estimate we are paying about \$12,000 a month to Franco-Belgians, which represents the difference between what they get from their own Governments and what they need here for adequate living.

Hon. Mr. LEMIEUX: What is done when the French or Belgian Reservist is killed?

Sir HERBERT AMES: That is exactly the question you have raised. What are we going to do with the French and Belgian families here in Canada? They are a very industrious and very excellent population. The Belgians, particularly, are miners and industrial workers in high class establishments. The French are, many of them agriculturists, and excellent agriculturists and they are scattered through all the high class trades of Canada, from one end of the country to the other. So long as the Patriotic Fund carries them these women and children can remain here, but the moment the war is over and we drop them into the pension that the French and Belgium Governments give, it is so infinitesimal that they will be almost penniless. Yet they are a very estimable class of the population. We bring them out here with their young children and they become planted here with the intention of living in this country and becoming good citizens and are able to support themselves.

Hon. Mr. LEMIEUX: What is your own view about that?

Sir HERBERT AMES: My own view is that after all Canada is engaged in a great national struggle and has taken her part in it, and all our desire has been to keep people of this character in Canada and to have their children brought up and educated as well as ours. If we desire to do this we ought to include them in our pension. I feel it would be recognized by France and Belgium as a splendid act of international courtesy, and I think we could get it back over and over again after the war is over in the return that would come to us by the feeling that would be created in those countries that we Canadians were prepared to deal generously with people of that class.

Hon. Mr. LEMIEUX: Just here, because you follow the trade estimates of the country, is it not a matter of fact that since the beginning of the war our trade with France has increased enormously, compared with what it was some years ago?

Sir HERBERT AMES: I understand there is a very friendly feeling along trade lines between Canada and France and Belgium, and the matter is going to become one of serious study on the part of the Dominion Government as to how our trade relations with those countries can be increased.

The CHAIRMAN: There are a number of men who entirely for reasons of their own, have left their Canadian regiments and joined the Imperial regiments. Do you think those men should have the same pension as they would have received had they stuck to the Canadian forces and fought with them throughout the war?

Sir HERBERT AMES: You ask me my own opinion and it is going to be a broad opinion. I believe that any man who was a bona fide resident of Canada before the war broke out, who came here intending to remain here and help build up the country, whatever force that man fights with makes little difference to us, we should take care of that man's wife and children if he goes across there to fight in the common cause.

Mr. NICKLE: You put it on social as well as international grounds?

Sir HERBERT AMES: I put it on two grounds, first, that it will redound largely to the credit of Canada as indicating the large heartedness of its people, and secondly on the ground that these people are here, they have come to this country where they are going to bring up their children and we do not want to have to send them home.

Hon. Mr. LEMIEUX:—Just to illustrate what you say, I met on Monday morning a young engineer, whom you know well, in Montreal, Monsieur Pierre Charton. He is a young Frenchman who came here with his mother probably some years ago and he has joined the 85th Battalion in Montreal; he was a lieutenant, I think, in that Battalion. He enlisted immediately when the war was declared, that is to say he joined the colours in France, being French born. I saw him the other day, he got leave of absence, and came to my office and said, "I am returning, I am just here eight days." I put the question to him, "How much have you received in the French Army?" He said: "Well, it is infinitesimal."

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Sir HERBERT AMES: The French Government allows 25 cents a day separation allowance and so much for each child. The money is sent through the French Consul in Montreal. At most, a woman and three children would only get from the French Government 45 cents a day on which to live in Canada, and the pensions are on the same scale.

Hon. Mr. LEMIEUX: I said to the young man, "Why didn't you join the Canadian Expeditionary Force?" And he said, "My father fought in 1870 and was made a prisoner by the Germans and I wanted to be there in the French Army where my father had fought." I told him that he was labouring under a disadvantage, that he would have received better pay in the Canadian Force, and his reply was, "It matters not where I fought, we were all fighting for the same cause." Now, here is a young civil engineer of repute in Montreal with a bright future before him and he made that sacrifice knowing he would receive less pay from the French Government.

The CHAIRMAN: He was not a reservist, he was not compelled to go back?

Hon. Mr. LEMIEUX: He was not compelled to go back, because he could have enlisted in the Canadian Expeditionary Force, being a Canadian officer. Yet he went as a French reservist.

Sir HERBERT AMES: Let me give you another parallel case. We are training in connection with all our universities at the present time, university battalions. Canada has rather a surfeit of young officers, as you will know, any of you who have friends who want to get their boys made officers. We are constantly sending oversea companies to reinforce the Princess Pats, each company contains 250 men, and the 5th company is just ready to go now. These men have been told that if they make good in their preliminary training they are very likely to be transferred as officers to British regiments. So far a great many of those college men have been transferred. Now every one of them when transferred to the British regiment will be a British soldier, and when it comes to a matter of pension will be given a British pension.

The CHAIRMAN: That will be to his advantage if that is the case, because the British scale for officers is very much larger than ours, while for the rank and file it is less.

Sir HERBERT AMES: That is all right then, in their case.

The CHAIRMAN: Would you say that the officer who having joined the Canadian Force afterwards went into the British Army should take the Canadian pension which is lower than the British? Our officers would not thank you for that. How will you get over that?

Sir HERBERT AMES: I should think if you have to choose between the two horns of the dilemma it will be better that those who are in the better position by reason of receiving the British rate should continue to receive those rates; and those who are in a better position by receiving the Canadian rates should continue on those rates. But what I feel seriously about is the position of those who, if matters stand as they are, will fall far below the scale of decent living if they remain in Canada. Now, for example, we will take the Temiskaming district, where you have a section of country into which a large number of settlers who came from France have gone and have taken up their homes. They enlisted when the war commenced, some of them have big families. Now the men have gone and we are helping through the Patriotic Fund at headquarters—the people up there are scattered over that section of the country. If any of these men are killed those families will have an income of from 30 to 40 cents a day from their Government for the rest of their lives. Now what are we going to do about it? Are we going to allow these women with their families of little children to starve up there?

The CHAIRMAN: Have they no farms up there upon which they can depend? I know of many women in this country who were left with little families on the farm, and where there was no man, who get along very well. I know a man who is in Parliament to-day who was brought up under those conditions.

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Mr. NESBITT: I know of a woman in Oxford county who has six children and when her husband died she was \$600 worse off than nothing. She has paid off her bills and bought another place the year before last.

Sir HERBERT AMES: I cannot help but think if one of these men is killed in defence of the cause of freedom we owe just as much to that family in Temiskaming as to any other family in Canada.

Hon. Mr. LEMIEUX: About what will it cost to pay these Reservists, whether they be British, French, Russian or Serbians? What will it cost approximately?

The CHAIRMAN: I think it will be very difficult to work that out in view of the great difference in the pay of the officers and men in the different countries.

Sir HERBERT AMES: I do not feel that over-payment of one family is a justification for starvation of another.

Hon. Mr. LEMIEUX: If we have the figures we can ascertain about what the cost would be.

Sir HERBERT AMES: We are paying under the Patriotic Fund at present about \$600,000 a month. Of that total \$12,500 is for the Franco-Belgian families; that is about 2 per cent. I do not think it would cost more than 2 per cent additional, taking it for granted that the casualties would be about the same among the Franco-Belgians as ourselves.

The CHAIRMAN: Of course there are a number of French reservists in the Civil Service, who, when they went home to join the colours in France, were placed on the same basis as Canadians in the Canadian Expeditionary Forces.

Hon. Mr. LEMIEUX: There was one man in Montreal who was in the same position. He is getting his full salary.

Sir HERBERT AMES: If desired by your committee we can tell you what proportion of our total number are British reservists and what proportion are Franco-Belgians, and that will give you roughly about 2 per cent.

The CHAIRMAN: Are there no Russians nor Italians.

Sir HERBERT AMES: There are a few Italians that are being helped, possibly 100 Italian families. In cities Italians are usually found in large boarding houses, a number of families together, and comparatively few of them have come to Canada intending to remain. Those who are actually resident here, and have brought out their wives and families and are living in separate houses, showing that they are domiciled here, we help. We do not help them where they are in big boarding houses gathered together. There would be comparatively few Italians on the list.

Mr. NESBITT: There are some Italians who have joined who are in very good circumstances, who live in separate houses and who are good Canadians.

Sir HERBERT AMES: Undoubtedly, those are the class we help, and we are glad to help them but where the Italians go to some big Italian boarding house where they live largely in a communal way we do not help such families. Well, gentlemen, is there anything further? I will be very glad to give you any further information that will be of service.

Mr. NESBITT: I think it would not be a bad scheme if Sir Herbert Ames were to give us a statement of the number of British reservists as well as the number of Franco-Belgian and other reservists of the allied nationalities.

Sir HERBERT AMES: If your clerk will address a letter to the secretary of the Canadian Patriotic Fund asking for the number of Canadian families, the number of British reservists, army and navy, the number of Franco-Belgians and of Italian families, we could give you that information. (See page 184.)

Hon. Mr. LEMIEUX: And your view is decidedly in favour of putting all on a footing of equality?

[Sir Herbert Ames.]



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Sir HERBERT AMES: I am very much in favour of that for the reasons I have advanced, and also, possibly, from the fact that our association with the French and Belgian committees has been so cordial and so satisfactory that our sympathies are to some extent drawn in that direction. We cannot help but feel that it would be very much appreciated by the French and Belgian Governments and that the amount involved would be very small as compared with the question of our own self-respect and the observance of the comity of nations.

The CHAIRMAN: The whole question is whether the British Government will look after those who fought in their own army. If we do it for one we should do it for all.

The following statements were handed in by Sir Herbert Ames, for the information of the committee:—

Sir Herbert Ames then withdrew.

## (9) CANADIAN PATRIOTIC FUND—FINANCIAL STATEMENT.

COMPARATIVE STATEMENT of Disbursements by Head Office and Branches during the month ending January, 1916.

Branch.	Total Number of Families.	Monthly Regular Cases.				
		No. of Families.	Regular Monthly Payments There to.	Average Monthly Assistance per Family.	No. of Individuals.	Average Monthly Assistance per Individual.
			\$ cts.	\$ cts.		\$ cts.
Head Office—						
Officers' dependents....	46	46	1,015 00	22 07	.....	.....
Soldiers' dependents in unorganized towns....	53	53	775 37	14 63	.....	.....
British Columbia—						
Soldiers' dependents....	1,431	1,431	29,500 00	20 61	3,792	7 78
Vancouver—						
Soldiers' dependents....	1,699	1,699	34,348 45	20 22	4,207	8 16
Alberta North—						
Soldiers' dependents...	1,485	1,485	29,710 17	20 00	4,274	6 95
Alberta South—						
Soldiers' dependents....	1,777	1,776	35,377 65	19 92	3,782	9 35
Saskatchewan—						
Soldiers' dependents...	1,273	1,273	29,523 25	23 19	3,398	8 68
Nova Scotia—						
Soldiers' dependents....	1,669	1,669	21,718 14	13 01	5,665	3 83
Prince Edward Island—						
Soldiers' dependents....	120	120	1,198 50	9 98	231	5 19
New Brunswick—						
Soldiers' dependents....	1,377	1,358	19,809 55	14 58	3,263	6 07
Newfoundland—						
Soldiers' dependents....	15	15	183 00	11 81	32	5 72
*Ontario—						
Soldiers' dependents....	13,725	13,458	203,984 85	15 23	38,223	5 34
Quebec—						
Soldiers' dependents....	4,059	4,052	66,138 70	13 16	9,175	6 14
Totals, Soldiers' depen- dents.....	28,729	28,435	473,282 63	16 30	77,042	6 02

\* For details of each branch see supplementary sheet attached hereto.

Remarks and suggestions regarding above statement:—\$9,750 Montreal Franco-Belgian Committee not included in arriving at average assistance per family.

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COMPARATIVE STATEMENT of Disbursement of Branches in the various Provinces.

Branch.	Total No. of families.	Monthly Regular Cases.				
		No. of families.	Regular monthly payments thereto.	Average monthly assistance per family.	No. of Individuals.	Average monthly assistance per individual.
First Class Branches—			\$ cts.	\$ cts.		\$ cts.
Prince Edward Island (Province).....	120	120	1,198 50	9 98	231	5 19
Nova Scotia .....	1,669	1,669	21,718 14	13 01	5,665	3 83
St. John, N.B. ....	878	876	12,824 90	14 64	1,979	6 49
Quebec City and District..	158	157	2,430 04	15 48	386	6 32
Quebec (Franco-Belgian) .	48	48	1,167 30	24 32	127	9 19
Montreal City.....	3,338	3,338	45,967 50	13 77	7,343	6 26
Montreal (Franco-Belgian)			9,750 00			
Kingston, Ont. ....	321	315	4,937 30	15 67	921	5 36
Toronto, Ont. ....	5,862	5,862	90,550 95	15 45	19,110	4 75
Hamilton, Ont. ....	1,468	1,458	21,109 50	15 54	3,327	6 34
Ottawa, Ont. ....	1,007	1,007	14,112 27	14 01	2,154	6 56
Saskatchewan (Provincial)	1,273	1,273	29,523 25	23 19	3,398	8 68
North Alberta Branch ....	1,485	1,485	29,710 17	20 00	4,274	6 95
South Alberta Branch ....	1,777	1,776	35,377 65	19 92	3,782	9 35
Vancouver Branch.....	1,699	1,699	34,348 45	20 22	4,207	8 16
British Columbia (Provincial).....	1,431	1,431	29,500 00	20 61	3,792	7 78
Newfoundland.....	15	15	183 00	12 20	32	5 72
Total.....						

Remarks and suggestions regarding above statement :

SCHEDULE OF ASSISTANCE GIVEN BY CANADIAN PATRIOTIC FUND.

Eastern City Maximum—not to be exceeded and, where living is less expensive than in Montreal, Toronto, and other large cities, the scale should be somewhat lower.

1. Wife, having no children (in receipt of \$20 per month as separation allowance and \$15 or more per month as assigned pay), may, if in need, receive from the Canadian Patriotic Fund \$5 or less.
2. Wife and one child—

Per Month.

(a) If the child is under 15 and over 10 years of age...\$17 50

(b) If the child is under 10 and over 5 years of age...14 50

(c) If the child is under 5 years of age...13 00

3. Wife and two children—

(a) If both children are between ages of 10 and 15 or if one between 10 and 15 and the other between 5 and 10...22 00

(b) If both between 5 and 10...17 50

(c) If one is between 5 and 10 and the other 5 years old or less...17 50

(d) If both are under 5 years of age...16 00

4. Wife and three children—

(a) If all three are between the ages of 10 and 15, or if two are between 10 and 15 and the third under 10, or if one is between 10 and 15, two between 5 and 10...25 00

(b) If all three are between the ages of 5 and 10, or if two are between the ages of 5 and 10 and the third younger, or if one is between the age of 5 and 10 and two are younger...20 50

If all three are under five years of age...19 00

5. Wife and four children—

(a) If the family includes one child between 10 and 15, and (2) a second child between 5 and 15, no matter what be the ages of the other two...28 00

(b) If including one child between 5 and 10, and the other children being of this category or younger...23 50

(c) If all four are under 5 years of age...22 00

6. Woman with five children—

(a) If the family contains (1) one between 10 and 15 and (2) a second child between 5 and 15, no matter what be the age of the other children the maximum allowance may be given which is...30 00

(b) If the family include one or more children between 5 and 10 and others younger...26 50

(c) If all the children are under 5 years of age...25 00

[Sir Herbert Ames.]

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7. Woman with six children— Per Month.
- (a) If the family contains (1) one child between 10 and 15 and a second child between 5 and 15, no matter what be the age of the others, the maximum allowance may be given which is. . . . . \$30 00
- (b) If the family contains (1) one or several children between 5 and 10 and others younger. . . . . 29 50
- (c) If all the children are under 5 years of age. . . . . 28 00
8. Woman with seven or more children, no matter what be their ages may be given the maximum allowance of. . . . . 30 00
- The above applies to wives of men, who have joined the Canadian Expeditionary Force, where they are in receipt of separation allowance from the Government.
- It does not apply, in this form, to the families of British reservists, nor to French, Belgian or Italian families, whose separation allowance differs from that allowed by the Canadian Government.
- Widowed Mother—
- If she depended entirely for support on an unmarried son who has joined the Canadian Expeditionary Force, she may, if in need, receive from the Canadian Patriotic Fund a monthly allowance not to exceed. . . . . \$10 00
- Parents—
- If the parents of a soldier in the Canadian Expeditionary Force are both old and incapable of work and if they were entirely dependent on the soldier they may, if in need, receive from the Canadian Patriotic Fund, a monthly allowance not to exceed. . . . . \$20 00

## (10) MILITARY SEPARATION ALLOWANCES.

*British.*

The separation allowance paid by the Imperial Government to the families of British Army Reservists residing in Canada is on a weekly basis but is paid every 28 days. As, however, the Canadian Patriotic Fund works on a monthly basis we have calculated the average monthly allowance received by the families and suggest that deductions at the rates given below should be made.

## AVERAGE MONTHLY RATE.

	Private and Corporal.	Sergeant.	Colour Sergeant.	Regimental Quarter-master Sergeant.	Warrant Officer.
	\$ cts.	\$ cts.	\$ cts.	\$ cts.	\$ cts.
For wife only . . . . .	11 66	11 66	13 52	19 06	20 27
For wife and 1 child. . . . .	15 38	15 90	17 81	23 31	24 56
For wife and 2 children. . . . .	19 06	20 29	22 10	27 65	28 86
For wife and 3 children. . . . .	22 86	24 56	26 39	31 93	33 19
For wife and 4 children. . . . .	25 78	27 65	29 46	35 01	36 22

With an increase of \$3.08 per month for each additional child.

N.B.—The above rates do not include allotments from soldiers' pay.

*French.*

The French Government allows each soldier's wife 25 cents per day separation allowance, and 10 cents per day for each child. This money is sent through the Consul-General at Montreal.

*Belgian.*

The wives of Belgian reservists at present, owing to the devastation of their country, are receiving no separation allowance from the Belgian Government.

*Italian.*

The Italian Government pays a separation allowance equal to about \$4 per month for a wife or mother, and \$2 per month for each child.

The Committee adjourned.



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## HOUSE OF COMMONS,

ROOM No. 301,

THURSDAY, April 6, 1916.

The Committee met at 11 o'clock, a.m., Mr. Maedonnell presiding in the absence of the Chairman.

Mr. W. STOCKDALE, of the Imperial Pensions Branch, attended by request, and was examined as follows:—

*By the Acting Chairman:*

Q. Will you please tell the Committee what position you occupy and what information you desire to present to us?—A. I am, gentlemen, the accountant of the Imperial Pensions Branch in Canada, and I have occupied that position the whole of the time since the Dominion Government undertook the payment of these pensions. Previous to that for about fifteen years I was under the Imperial Government. I am not aware what kind of statement you desire, and perhaps it would be better for me to give replies to any questions you wish to ask.

*By Mr. Nesbitt:*

Q. There is a difference between the pensions we propose to pay in Canada and the pensions that are paid in England. Some of our men have gone to England and enlisted with the Imperial troops, and Imperial reservists have also left this country and are now serving in the British regular army. We want to know something as to the pensions that are paid in Great Britain?—A. Well, the Imperial pension in the case of a private who is totally disabled is 25 shillings per week. That is roughly a little over \$6 per week. No distinction is made, so far as the Imperial Government regulations are concerned, between a married and an unmarried man, except that an allowance is given to children. The wife herself is not considered in any shape or form.

*By the Acting Chairman:*

Q. Then the English pension is nearly a dollar a day?—A. Just about a dollar a day. That is for a man alone.

*By Mr. Nickle:*

Q. It is \$316 according to this table?—A. That is worked out, I think, on the basis of a dollar being equal to four shillings. The exact rate is \$6.08 a week, that would pretty nearly make \$316.

*By the Acting Chairman:*

Q. Is that a recent pension?—A. Since the war commenced the scale has been very much increased. For example, in the South African war, the scale for the same rank, a private, was 10 shillings.

*By Mr. Green:*

Q. It is now 25 shillings?—A. Yes.

*By Mr. Nesbitt:*

Q. Why do you make such a great difference between the rates for officers and privates?—A. That is a question which has been troubling this Committee as I gather from the evidence I have seen. The difference is caused in the Old Country to the

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distinction between the two classes there being very much greater than it is here. In Canada, we have, as you all know, examples of men who are serving as privates who are possibly equal, if not superior, in social position to some of those who have commissions.

Mr. NESBITT: We are not considering it from a social standpoint.

*By Mr. Green:*

Q. Can you tell us what amount, if any, the reservists that were in Canada before the war broke out were receiving from the Imperial Government for retention on the reserve list?—A. Twelve cents a day. He got that from the time he was transferred from the active list, from the colours, to the time his engagement expired.

*By Mr. Nesbitt:*

Q. They were kept under pay?—A. All the time. The only duty an Imperial reservist has to fulfil whilst he is on the army reserve is to report quarterly to the officer who pays him.

Mr. GREEN: We may say the pensions are almost equal. And these reservists who went away were paid while they were here. I do not think we should worry about that class of people at all.

*By Mr. Nickle:*

Q. Will they get it if totally disabled?—A. The sixpence a day, they get that all the time they are in civil life, from the time they are transferred from the colours to the time their engagement is finished.

*By Mr. Nesbitt:*

Q. As long as they are kept on the reserve list?—A. Yes. I might say, to make this clear, that every enlisted man in the Imperial army enlists for twelve years, according to the arm of the service in which he is serving; and that twelve years may be spread out by five years in the colours and seven years in civil life, during which he is subject to recall at any time. Now, for the whole of the seven years that he spends in civil life he draws a retaining fee of sixpence a day.

Q. In addition to the pension? Supposing he has been injured?

Mr. GREEN: Then he would be turned out, he would not be on the strength, if he was receiving a pension.

The WITNESS: If he is injured, he is discharged. If he is capable of further service he is transferred to the Army Reserve.

Mr. NICKLE: All these reservists here when the war broke out were regular soldiers under pay?

The ACTING CHAIRMAN: They have gone back to their regiments. The pension we have in mind is pretty nearly the same as the present English pension.

*By the Acting Chairman:*

Q. What about the children, can you give the amounts?—A. In the case of the first child, 5 shillings, or \$1.25 a week.

Q. That is about the same as we have.

Mr. NICKLE: There is considerable difference.

The WITNESS: Just one moment. Perhaps I would like to correct a misstatement: in the case of the widow the pension is 5 shillings, in the case of the soldier who is disabled the pension is only 2 shillings and 6 pence.

*By Hon. Mr. Lemieux:*

Q. A day?—A. A week. Half of what it is where a soldier loses his life.

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*By Mr. Scott:*

Q. If he is totally disabled?—A. Yes.

*By Mr. Nesbitt:*

Q. That is for the child only?—A. For the child only, in addition to the 25 shillings that he gets himself. The 5 shillings a week I spoke of refers only to an orphan child, the child whose father has been killed.

*By Mr. Green:*

Q. The totally disabled soldier gets—A. 25 shillings himself, and 2 shillings and 6 pence for each child he may have.

*By Mr. Nesbitt:*

Q. We were told the other day that in the case of a soldier who was presumed to be totally disabled, he started on 25 shillings a week, and after it was demonstrated that he could earn something, he was reduced back again to 10 shillings?—A. That was Mr. Scammell, I think.

Q. No it was Mr. Dobell, who gave us an exact illustration of some man who had complained to him in one of the hospitals there?—A. That is not in accordance with the information that I have. The warrant authorizing the issue of the pension describes it very clearly as being a pension only. Mr. Dobell, or Mr. Scammell, described it as 10 shillings and 6 pence a week pension, and 14 shillings and 6 pence subsistence. There is no reference to that in the Army Order publishing the grant. A European soldier discharged in consequence of the present war as unfit for further service on account of wounds, injuries, sunstroke, received in action or in the performance of military service, if it is due partly or wholly to war service, can, if totally incapable of earning a livelihood, be granted a pension at the full weekly rates. I do not know anything of the subsistence allowance which it is stated is reduced if a man goes to work.

*By the Acting Chairman:*

Q. Can you tell us if Australia or New Zealand have in any way considered this question we are now discussing with regard to English reservists in their countries at the outbreak of the war, in connection with their pension schemes?—A. Not that I am aware of, except so far as Separation Allowance is concerned, and that has already been done here by the Canadian Patriotic Fund. I do not think they have as far as pension is concerned. I am not sure on that point.

Q. That separation allowance only relates to the period of the war?—A. Yes.

Q. Have you any means of ascertaining if Australia and New Zealand have dealt with this question?—A. I have no data on the question at all. We are really concerned more with the payment of the pension after it is awarded than with the awarding of it, just as in the same way Colonel Conger pays the Canadian pensions after they are authorized by Order in Council.

*By Mr. Nickle:*

Q. There is considerable difference, as I read the figures, between the English pension and our pension. A married soldier with a wife in England gets \$316?—A. That is a married soldier in England.

Q. The totally disabled soldier?—A. You are disregarding the wife in the case of the Imperial pension.

Q. The married soldier, if he is totally disabled, and has a wife, receives a pension of \$316?—A. That is so.

Q. Our pension for the same class of cases is \$396 for a private?—A. Yes, you make a provision of \$11 I think for the wife.

Q. Now going a step further, a sergeant in England with a wife get \$366?—A. That is so.

[Mr. W. Stockdale.]



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Q. With us the payment is \$540?—A. In all cases that increase is due to the fact that you consider the wife.

Q. Certainly, that is the point I want to make; that there is a very great difference between the pension payable to the totally disabled married soldier in Great Britain and in Canada?—A. But do you think that having regard to the conditions of living and the cost of living in the Old Country, that in Canada the difference is so very great?

Q. Not for a man living in England, but for an Imperial Reservist who has brought out his family to this country and then has rejoined his regiment, the scale of pension will be determined by the fact that he is living in Canada, will it not?—A. I am rather inclined to think that the Imperial Government will be open to proper representations. The English scale is framed to meet the cost of living in England, and if it is represented by the proper authorities here that a pension scale based on the conditions in England is totally inadequate to support a man and his family in Canada, I think the Imperial Government will be just as ready to meet that case as they were to make the increase in the separation allowance when the war commenced.

Q. If that were so it would solve the difficulty?—A. I am not speaking with authority on that point, but I think the British Government would possibly be inclined to do that.

The ACTING CHAIRMAN: As I understand it, what the witness says is that the pension has been increased in England since the adoption of this table we have before us.

The WITNESS: Not since the adoption of that table.

Mr. NICKLE: This is the increased table.

The ACTING CHAIRMAN: The witness has told us that a totally disabled private in England receives a pension at the rate of \$6 a week, whereas we propose to pay \$7.70.

Mr. NESBITT: Then we encounter the difficulty which Mr. Nickle has just pointed out in the case of married men.

Mr. GREEN: Yes, but we have about decided we would treat married and single alike.

Mr. NESBITT: Mr. Stockdale seems to think there should be more paid for a Reservist who comes back to Canada.

(To the witness): Do you think a larger pension should be paid to such a person in Canada than the English pension allows?

The WITNESS: All these Reservists have to have permission from the military authorities before they can come and take up their residence in this country. I certainly think that if a man is granted such permission, you should not penalize him for becoming a resident either of this or some other part of the British Dominions.

*By Mr. Green:*

Q. Do you think we should supplement this pension?—A. I do not, sir.

Q. I do not think so either?—A. My own opinion is certainly not.

*By Mr. Nickle:*

Q. Why do you say that?—A. For this reason: Take the case of an Army Reservist who comes to Canada. Afterwards that man is wanted for active service, he is mobilized here and rejoins the colours in England. Now after mobilization that man is permitted to count the whole of the time he has passed in civil life as qualifying service towards a pension from the British Empire, so that he gets an advantage in that way.

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Q. To follow this matter out: Supposing such a man is totally disabled. He has his family living in Canada, and the pension granted by the British Government is not sufficient to sustain his family. Has the State, or in other words Canada, a right to place that man in such a position that his family will be inadequately cared for?—A. I do not quite agree with that contention. I do admit that the State is responsible, but I do not think that that increment should come from the Dominion Government.

Q. But supposing the British Government do not pay it, who is going to look after that Englishman's family in Canada?—A. That is a condition that will have to be met.

Mr. NICKLE: That is what we are here to determine. How would you meet it?

Mr. SCOTT: You said a moment ago that the British Government would meet that additional expenditure.

The WITNESS: That is my opinion. I think that possibly in the case of those men who are living in the Dominions beyond the seas where the cost of living is higher, the British Government would in all probability be prepared to increase the scale somewhat.

*By Mr. Scott:*

Q. Assuming they do not, how do you think the question should be met?—A. I am not prepared to make off-hand a suggestion to meet that problem.

Q. You can see what is going to happen if provision is not made for these large families of English children. They will be thrown as paupers, more or less, on the locality in which they happen to be, will they not?—A. That is so.

Q. How are we to meet that?—A. Of course you are assuming that the British Government would not deal with the matter?

Q. Yes?—A. Well, I do not think you are quite justified in such an assumption. If the case was represented properly to the British authorities, I see no more reason for their turning down that proposition than they did the separation allowance problem. When the difficulty arose there they met it at once.

*By Mr. Scott:*

Q. What did they do in the matter of the separation allowance, did they increase the rate?—A. The separation allowance is entirely apart from the pension, but it was given for the same purpose. It was given for the purpose of enabling the wife and family to exist while the soldier was away.

Q. Did they make any difference between a soldier whose family was living in Canada and a soldier whose family was living in the Old Country?—A. Exactly, the scale was raised.

Q. They gave more to the soldiers' families living in Canada?—A. Yes.

*By Mr. Nesbitt:*

Q. You say that these men are enlisted for twelve years?—A. Yes.

Q. You are speaking more particularly of the regular army? The same thing does not apply to the so-called "Kitchener" Army?—A. I am speaking of the regular army more particularly, for I think there is rather too much emphasis placed on the volunteer army. A soldier is no longer a volunteer once he is attested. The British regular army is a volunteer army.

Q. But were not the soldiers of "Kitchener's" army enlisted merely for the period during the war?—A. The Kitchener army purely and simply, but they were different. The volunteer part of the business ceases when the man is attested. When the man is attested he is in exactly the same position as the soldier in the regular army.

*By Mr. Nickle:*

Q. Yes, as far as the soldier was concerned, but before that he was in a different position. He had taken up civil life, rather than military life, as a means of living,

[Mr. W. Stockdale.]

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and he forsook his civil life with the intention of engaging temporarily in military work and of returning to his civil vocation on the termination of hostilities?—A. Yes, I agree with that statement.

*By Mr. Nesbitt:*

Q. I notice also you said that the reservist of the regular army was working up to a pension. Does he get that pension if he is not wanted?—A. That is apart from the matter of disability. They all get a pension for a certain length of service.

Q. For a certain length of time?—A. Yes, after having served a certain length of time. For that every British soldier gets a pension just as the men of the Canadian Permanent Force do.

*By the Acting Chairman:*

Q. Is that by reason of his having been a reservist?—A. By virtue of having given a certain length of service to the State. The service of the reservist does not have to be continuous with the colours. From the day he is mobilized, if he has been in civil life for ten years the whole of that ten years applies as qualifying service towards a pension.

*By Mr. Nesbitt:*

Q. In the meantime he gets sixpence a day?—A. Sixpence a day.

Q. All the time he is in private life?—A. Yes, up to the limit of his engagement. Up to twelve years from the date of attestation.

*By Mr. Green:*

Q. Then he is no longer a reservist?—A. Then his time has expired.

*By Mr. Nesbitt:*

Q. If the twelve years had expired he would not be eligible for a pension afterwards?—A. No.

Q. He would get his discharge?—A. If he had been discharged solely by reason of the termination of his engagement he would get no pension, but if he was mobilized before the twelve years expired—

Q. Then he would be eligible for the pension?—A. He would be eligible on two grounds: without regard to length of service at all if he were disabled, and on completion of the necessary term of service if he were not disabled.

*By Mr. Nickle:*

Q. When he rejoins the colours his sixpence a day ceases?—A. The payment of sixpence a day ceases from the very day he rejoins the colours.

Q. But assuming the war is over, and that he cannot resume civil life but obtains a pension if he is physically incapacitated. Then the payment of sixpence a day would cease?—A. Yes, the fact that governs that case is that he is discharged and no longer a Reservist.

Q. At any rate the payment of sixpence a day ceases?—A. The sixpence a day ceases. It does not run concurrently with the pension.

Q. Then he would go back to \$316 a year?—A. That is the maximum he would get.

Q. Assuming he was totally disabled?—A. Yes.

*By Mr. Nesbitt:*

Q. He would receive nothing extra for his wife?—A. He would receive nothing for his wife at all. I do not think that the \$316 that Mr. Nickle referred to includes the allowance for the children. You are taking a case of a single man.

*By Mr. Nickle:*

Q. The figures for the soldier, wife and children are as follows: soldier, wife and one child, \$348; soldier, wife and two children, \$380; soldier, wife and three children, \$412; soldier, wife and four children, \$444?—A. If I remember rightly those are the figures I gave Colonel Ward. I remember working with him some time ago on one of these scales.



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*By the Acting Chairman:*

Q. Generally speaking, you have told us that the pensions are exactly the same, the English pension and our own, for total disablement. The allowance to the children is only about one half what ours is, but you have reason to hope that in case of these Reservists coming to Canada with their families the Imperial Government would deal with them on some fair basis?—A. I consider we have a precedent for thinking so in the case of the separation allowance. I believe that would be the case.

*By Mr. Nesbitt:*

Q. But you must bear in mind that these Reservists have to obtain the consent of the heads of the Army to emigrate as long as they are Reservists?—A. That would not be necessary in the case of a man discharged, but in the case of an Army Reservist it is necessary. I think, however, it is a matter of form and intended more for the purpose of keeping track of the Reservists.

THE ACTING CHAIRMAN: We really would not be much concerned with that question unless the men come here.

MR. NESBITT: Not unless they come here.

*By Hon. Mr. Lemieux:*

Q. Do you know anything of the pension paid to the French soldier?—A. I have no knowledge at all, sir, of the French pension rates.

Q. So you would not care to express an opinion with regard to them?—A. I would not like to express an opinion except upon matters I am familiar with.

Q. I thought the payments to British Reservists in Canada were administered by Doctor Coulter and General Fiset.—A. The pensions for the British Government are paid by the Imperial Pensions Office. That is the office of which I am an accountant. Previously, up to 1906 they were paid by the Imperial Paymaster in Halifax. Then the Dominion Government took over control. Now everything is paid from our office in Canada.

Q. So these two civil servants have nothing more to do with the payment of pensions?—A. Our funds for that purpose are drawn from the Post Office. Probably that is what you are thinking of. The staff apply to England for the necessary funds and they remit to the Post Office Department. There is always a balance between the two Post offices.

*By Mr. Nesbitt:*

Q. What we want to find out is whether pensions should be given, and if so to what extent, if the pensioner obtains work. Mr. Dobell, a witness before this Committee, was asked about that, and here is what he said in reply; to Mr. Macdonald. It is to be found at page 102 of the printed evidence: "In England, when a man goes back with the loss of a leg, or a disabling wound, he is granted a temporary pension. At least the Government calls it ten and sixpence a week pension, and fourteen and six pence a week subsistence allowance. Now, at the end of six months that man is Boarded again, and if he is found to be earning sufficient to make up to 25 shillings a week, his pension is cut down. That is to say, if he is earning ten shillings a week, then his pension is made 15 shillings, the intention being to always guarantee a man a minimum of 25 shillings a week."—A. My only answer to the statement Mr. Dobell has made there is that it does not agree with the Royal Warrant promulgating the pension. There is no reference here (holding up warrant) to anything except pensions.

*By Mr. Scott:*

Q. What you mean to say is that once a pension is granted to a man there is no revision?—A. Yes there is.

Q. Then is not that what Mr. Dobell has in mind?—A. That is probably what he has in mind. There is revision after a pension is granted. The practice of the Im-

[Mr. W. Stockdale.]

## APPENDIX No. 4

perial Government is to grant a pension for a certain length of time, according to the man's disability. If his disability becomes less his pension is reviewed.

Q. That is Mr. Dobell's point, is it not?—A. I think that is perfectly correct too. If a man's earning capacity is not impaired to the extent it was at first I don't think he should draw that pension for the rest of his life.

*By the Acting Chairman:*

Q. Are the reviews made annually, or what is the period?—A. It has been practically annually for three or four years. If a man comes up and his disability is found to be permanent his pension is made permanent.

*By Mr. Nickle:*

Q. But in relation to what is the disability impaired?—A. His earning capacity.

Q. In respect to what type of work?—A. That is a point I am not clear on myself.

*By Mr. Nesbitt:*

Q. Here is what your copy of Army Orders says: In clause two of the Order covering "disability pensions for soldiers" (Reads):

"If a soldier so discharged is partially capable of earning a livelihood he may be granted a pension such as will, with the wages he may be deemed capable of earning, amount to the above rates, according to his rank."

That is what Mr. Dobell said.—A. I think that is the point Mr. Dobell has brought out, but as I have just explained, his pension is just reviewed periodically, annually for three or four years. If at the end of that period his condition is found to be——

Q. Well, he is earning something. That is the principle that is laid down in clause two.—A. But once his pension is fixed permanently, no matter what he may earn after that, it does not affect that pension.

Q. That is if he is permanently disabled?—A. If his case is permanently settled. Each case is reviewed by the Commissioners and if they have reason to suppose the man can be cured by treatment his pension is renewed from year to year.

*By the Acting Chairman:*

Q. Have you got the clause bearing upon that point and if so will you read it so that it can be got into the minutes.—A. Which paragraph do you want.

MR. NESBITT: Clause two.

THE ACTING CHAIRMAN: Following total disablement, as to whether the pension is fixed and the terms of it.

THE WITNESS: That is not embodied here. I have only given that information from my knowledge of the work of the Commissioners. I might say for the information of the Committee that we have South African pensioners who are drawing to-day disability pensions, who are serving in the trenches. Once a Chelsea pension is awarded I have never known, in an experience of 20 years and a knowledge of the cases of hundreds and thousands of these pensioners, I have never known it to be revoked.

*By Mr. Scott:*

Q. So that your contention is that Mr. Dobell's point must be that it is not until this pension is finally settled upon that there may be a reduction?—A. He is right up to a certain point, if the pension has not been finally assessed.

Q. Until it is finally settled, there may be a reduction downwards. The old country practice is not to reduce it after it is finally settled?—A. I have never known a case. Once a pension is assessed as final, it is final.

*By Hon. Mr. Lemieux:*

Q. How is it that soldiers who are awarded a pension for total disability are afterwards found to be fit for active service?—A. Doctors make mistakes, that is the only way I can think of it.

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Q. It is an exception?—A. We have a good many exceptions. We have a number of them. In fact, there has just recently been published an Army Order bearing specially on these cases—only a matter of two months ago—with regard to this question, giving the Commissioners of Chelsea Hospital power to review specially the disability pensions of men re-enlisting.

Hon. Mr. LEMIEUX: All the more credit to them.

*By Mr. Nickle:*

Q. In respect to what standard do you measure disability in England—in respect to a man as a machine or in reference to his ordinary employment?—A. I am inclined to think somewhat along the same lines as Colonel Belton—in the unskilled labour market. I do not think that the Commissioners of Chelsea Hospital pretend to make good, say the case of a professional man.

Q. Suppose a school teacher had both feet taken off, it would not impair his teaching capacity? Would he get any pension in England?—A. I think so.

Q. Why?—A. Because he has suffered a disability.

Q. Then it is in respect to disability to injury, not to the man as a machine, that he gets his pension?—A. I would rather hesitate to state my opinion on that matter.

Q. I mean as a fact, do you know as a fact?—A. No, I do not.

*By the Acting Chairman:*

Q. Did you see Colonel Belton's evidence?—A. I read it.

Q. Do you agree or differ with it?—A. I agree with it. It may not possibly be absolutely just, but it is difficult to see how it can be made otherwise.

*By Mr. Nickle:*

Q. You think if a man gets a pension it should be in reference to disability, and once established it should be permanent, and if he earns anything else he should be entitled to keep both?—A. I think the practice followed out in the British pensions is a good one. I think it would work well in practice. When his pension is finally assessed, if the man is going to be in danger of having that pension reduced because he is trying to help himself, he is not going to make very great efforts.

Mr. NESBITT: That is our view so far as we have gone.

Mr. SCOTT: That seems to be the practice in the Old Country.

Mr. MACDONELL: We individually rather found ourselves on the same ground as the English people without knowing it.

Mr. NICKLE: I think where the difference comes in—I have known cases to occur in Toronto under the Soldiers' Aid Commission where the man objects to work after he comes back wounded. He takes the position: If I am employed before my pension is finally determined, my pension will be less, and my position is advantaged if I do nothing until my pension is fixed. Once it becomes fixed he does not need to care. What I want to get away from is this in-between period when it is in the interest of the man to do nothing. I think we should get the men at work as soon as possible, and that they should get their pension as soon as possible.

Mr. SCOTT: Certainly. But you have to know where he is finally going to land before you can fix his pension. Aren't you getting away from that when you say he is going to get so much for an injury actually received?

The ACTING CHAIRMAN: The total disability difficulty is got over this way. If we fix the total disablement pensions at the same figure that we fix the soldier's present pay, it practically works itself out, because it is indifferent to the soldier whether he gets his pay or the pension, if he gets the same amount.

Mr. NICKLE: On the other hand it is going to be to the advantage of the man if he is in a position to take vocational training, that he takes it as early as possible after his return.

The ACTING CHAIRMAN: It is a matter of education.

[Mr. W. Stockdale.]



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Mr. NESBITT: We are at the stage where we say, if he is in one of those lists as Mr. Scott said, it settles it.

Mr. SCOTT: If a man loses both hands or legs, we say he is totally disabled. There is no revision from that.

*By the Acting Chairman:*

Q. Is there anything more, Mr. Stockdale, that you wish to inform the Committee on?—A. There is one point in connection with Imperial pensions I have always personally felt has been a very great injustice. I do not know whether the Committee on Canadian Pensions have made any provision for that, and that is the position of the wife. In the Imperial government, they do not recognize the wife at all. Practically they ignore her altogether. The situation is this: That we frequently have cases which are extremely hard when a pensioner dies. A pensioner comes home, and for a few years he draws a pension. Meanwhile he and his wife are both getting older, the pensioner suddenly dies, and the wife's position is pitiable often, because the pension ceases. If she becomes a widow as a direct result of the war she benefits. We had a case here in Ottawa, in Eastview, under the Imperial Government. A man came home, he was seriously injured by shell fire, he was awarded a pension. He had not been home many months before he died. The result was his pension ceased, and his wife was absolutely left to the care of a charitable society.

*By Mr. Nesbitt:*

Q. Does the widow not get a pension?—A. I am rather pleased to say that, in that particular case, we represented the matter to Chelsea, and I believe that provision has been made for her. But the Imperial Act does not provide for a continuance of the pension of the disabled soldier to the widow.

*By the Acting Chairman:*

Q. And you are only speaking now of the widow of the man who has returned and has died some time after his return?—A. Maybe some years subsequent; but it is a condition you will be faced with sooner or later.

Mr. SCOTT: It is difficult to get at that. He may have died as a result of injuries received directly, or he may not, just the same as a person in civil life; a man may die and leave his widow in poor circumstances.

*By the Acting Chairman:*

Q. Would not this provision meet it. It is paragraph 647 of the printed blue book dealing with pensions granted the Canadian Expeditionary Forces, page 6:

"Individual cases for which the Regulations do not provide, or sufficiently provide, may be specially considered by the Governor in Council"

A compassionate allowance could be made in proper cases under that provision?—A. You could do almost anything under that paragraph.

Q. That would be ample provision to cover cases such as you have mentioned?—A. I should imagine so, I imagine the scope of that paragraph would be wide enough to permit you to do almost anything.

Q. Have you any printed matter dealing with pensions, which would be of value for our records?—A. No, I do not think so.

The ACTING CHAIRMAN: Very well, thank you very much. We are obliged to you for kindly attending this morning.

Witness discharged.

The ACTING CHAIRMAN: A letter written by Mr. George A. Kingston, member of the Workmen's Compensation Board of the Province of Ontario, to the Hon. Mr. Hazen, our Chairman, dated the 5th instant, contains the following paragraph:—

"I may say I had a talk here yesterday with Mr. Frank Darling, who I see appeared before your Committee last week, and referring to his suggestion of \$12.50 per week, it is of interest to know that taking 7,600 cases which came before our Board in 1915, the average wage was \$13.23."

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The Clerk has received the following letter which ought to appear in the record of these proceedings:—

(11)

"CANADIAN PATRIOTIC FUND,

OTTAWA, April 5, 1916.

Dear Sir:

I did not accompany Sir Herbert Ames this morning when he appeared before the Pensions Committee as I concluded he would include in his statement any suggestions that I might have been prepared to make.

I am not sure, however, that the attention of the Committee has been directed to the possibility of many pensioners, including widows, going to Great Britain. As Secretary of the Canadian Patriotic Fund I can state authoritatively that very many soldiers families have already returned to their old homes across the Atlantic, while scarcely a day passes on which I do not receive one or several applications from families who wish assisted transportation. The latter, I may say, is only now granted in very exceptional cases, but the number of applications convinces me that once it is financially possible many more families will leave Canada of their own accord.

Doubtless this will apply also to totally or partially disabled men. Most of them came to Canada in the first place because of the greater opportunities of employment of the greater rewards offered of labour. When employment ceases to be a vital factor in their lives, there will be an inducement to return to their own homes.

Whether or no such men should be discouraged from leaving Canada I do not feel that I am qualified to state. I am inclined to be rather more positive in so far as men with young families are concerned, as I feel Canada does not wish to lose the asset that such families represent. It might therefore be fitting for the Pensions Committee to consider whether they should recommend a reduction in pension in the event of a pensioner's departure from Canada, or from the North American continent. I need scarcely say that the pension proposed by Mr. Darling and others would be unnecessarily large in Great Britain.

I would add that I am entirely in favour of treating disabled soldiers and their families as generously as may be considered just, but it is a fair presumption that the children of a volunteer soldier are of value to Canada and should be discouraged from leaving.

Yours truly,

(Sgd.) PHILIP H. MORRIS,  
*Assistant Secretary.*

Committee adjourned.

## PROCEEDINGS OF SPECIAL COMMITTEE ON PENSIONS TO DISABLED SOLDIERS.

HOUSE OF COMMONS, ROOM 307,

FRIDAY, April 7, 1916.

The Committee met at 11 o'clock a.m., the Chairman, Hon. Mr. Hazen, presiding.

The Chairman read a communication received from Miss Helen R. Y. Reid, convener of auxiliary of the Canadian Patriotic Fund (Montreal Branch—Relief committee), respecting a list of widows, mothers and soldiers in Montreal whose families have been on the fund, and who are now in receipt of pensions.

Resolved, That said communication and statement of pensions be printed.

The committee further considered certain scales of pensions and then adjourned until Tuesday, April 11, at 11 o'clock, a.m.

V. CLOUTIER,

*Clerk of the Committee.**Chairman of the Committee.*

## CANADIAN PATRIOTIC FUND, MONTREAL.

(12)

MONTREAL, April 5, 1916.

Hon. J. D. HAZEN,

Care of Pensions and Claims Department,  
Ottawa.

DEAR MR. HAZEN:—

In the hope that it may be of service to your committee now studying the Pension Act, I am sending you a list of our widows, mothers and soldiers in Montreal whose families have been on the fund, and who are now in receipt of Pensions. I have had the lists arranged to show the former earnings of the soldier, his former occupation and the nature of his disability, as well as the number of dependents. When the former earnings are not stated, it would indicate that the soldier was out of work at the time of enlistment, or that the case was an early one when this question was not listed on the fund application form in use at that time. Employers and references are consulted.

You will notice the splendid wages some of our men gave up when they enlisted, and the consequent sacrifices now entailed upon their families and themselves if they should come back disabled.

We should very much like to see:—

1. A higher rate of pension established, with the safeguard of annual inspection and revision of each case.

2. The discrimination done away with which is indicated by the words "in action" and "on active service." If a man becomes totally disabled "on active service," we think he should be looked after by the country at one rate, whether he was "in training," "on duty," or "in the presence of the enemy" at the time of disablement. A medal for "service in action" could confer any distinction that was considered necessary.

3. We also think that where need exists, as a result of enlistment, and where partial dependency can be proven on a dead soldier, an "ex gratia" grant—not pension, might be allowed to mothers, (not widows) and to other dependents (sisters, fathers, aunts, etc.) not provided for in the Pension Act. We have referred such cases to the Board for consideration under clause 647 (formerly 597), but the applications have been refused. The same treatment has been accorded to a case of a mother and three children, where absolute dependency was proven. The refusal being based on the fact that the soldier was not married to the woman. Ten years of respectable domesticity, and birth certificates of the children—with a history of a former wife preventing the marriage—was not considered sufficient reason for any claim.

A reasonable and generous Pension Act will not only help recruiting, but, if administered wisely and well would also be better from the point of view of national economy alone,—than an insufficient act which places respectable citizens and true patriots on the local charity funds and thereby breeds a race of paupers for the country to care for,—private individuals and organizations subsidizing all Government underpaid charges, and undermining of necessity, the independence and self-respect of these people.

With all good wishes for the important work of your committee, I am,

Yours very truly,

HELEN R. Y. REID,

*Convener of Auxiliary, P.M. M.D.*

*Enclosures.*



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## CANADIAN PATRIOTIC FUND, MONTREAL, APRIL 1, 1916,

## PENSIONS TO DEPENDENTS.

(Statement submitted by Miss Helen R. Y. Reid.)

Case No.	Name.	Amount of Pension.	Date of Pension.	Disability.	Former Wages.	Occupation.	Dependents.
1859	Mrs. Pender.....	22 00 per month.	Oct. 1, 1915.	Killed	\$ 75 00	Paper Co.	Wife.
203	Mrs. Gilbert.....	42 00 "	May 30, 1915.	"	"	Shoe Co.	Wife, 4 children.
763	Mrs. Ratcliffe.....	42 00 "	April 25, 1915.	"	"	C.P.R.	Wife, 4 children.
1846	Mrs. Rattray.....	47 00 "	June 18, 1915.	"	60 00	C.P.R.	Wife, 5 children.
250	Mrs. McNamé.....	32 00 "	May 17, 1915.	"	"	"	Wife, 2 children.
26	Mrs. Hughes.....	32 00 "	Aug. 12, 1915.	"	"	C.P.R.	Wife, 2 children.
280	Mrs. Langevin.....	37 00 "	April 28, 1915.	"	"	Plumber	Wife, 3 children.
417	Mrs. McKenzie.....	32 00 "	May 28, 1915.	"	69 00	Steel Co.	Wife, 3 children.
802	Mrs. Hodgson.....	22 00 "	May 9, 1915.	"	"	Carpenter	Wife.
876	Mrs. Thompson.....	32 00 "	April 28, 1915.	"	"	Builder	Wife, 2 children.
1288	Mrs. Heath.....	47 00 "	March 24, 1915.	"	60 00	Rope maker	Wife, 5 children.
426	Mrs. Knight.....	22 00 "	Oct. 26, 1915.	"	"	Clerk	Mother.
675	Mrs. Thomas.....	22 00 "	Oct. 26, 1915.	"	42 00	C.P.R.	Mother.
542	Mrs. McCahon.....	22 00 "	Oct. 21, 1915.	"	"	Bell Telephone.	Mother, 1 sister.
766	Mrs. Betts.....	500 00 ex gratia	"	"	"	"	Mother, 2 children.
766	Mrs. Betts.....	27 00 per month	June 1, 1915.	"	55 00	Rubber Co.	Wife, 1 child.
780	Mrs. Cockburn.....	22 00 "	Aug. 1, 1915.	"	48 00	City Hall	Wife, 1 child.
22	Mrs. Keyzer.....	27 00 "	May 5, 1915.	"	60 00	Regular Forces	Wife, 6 children.
5350	Mrs. Morgan.....	60 00 "	March 28, 1915.	"	"	Caretaker	Wife, 2 children.
541	Mrs. Moore.....	33 00 "	July 28, 1915.	"	52 00	Painter	Wife, 6 children.
489	Mrs. Wilson.....	32 00 "	May 28, 1915.	"	"	Carpenter	Wife, 5 children.
248	Mrs. Mayhew.....	47 00 "	June 1, 1915.	"	60 00	C.P.R.	Wife.
1838	Mrs. Laderoute.....	22 00 "	June 1, 1915.	"	48 00	River boats	Mother.
1829	Mrs. Wand.....	22 00 "	June 1, 1915.	"	120 00	L. Dunham Co.	Wife, 3 children.
1368	Mrs. Anderson.....	37 00 "	June 1, 1915.	"	"	Out of work	Three children.
81	Hunt children.....	30 00 "	March 21, 1915.	"	96 00	Cement yards	Wife, 1 child.
1911	Mrs. Scales.....	27 00 "	May 1, 1915.	"	88 00	Wire and Cable	Wife, 1 child.
1760	Mrs. Hall.....	27 00 "	Feb. 1, 1915.	Suicide in training	"	Corporation	Wife, 3 children.
411	Mrs. France.....	37 00 "	June 6, 1915.	Killed	80 00	G.T.R.	Wife, 1 child.
1989	Mrs. Daragon.....	27 00 "	June 6, 1915.	"	68 00	Pipe fitter	Wife, 6 children.
1551	Mrs. Benson.....	52 00 "	July 9, 1915.	"	52 00	Dockyards	Wife, 2 children.
1951	Mrs. Emery.....	32 00 "	Sept. 9, 1915.	"	"	Plasterer	Mother.
647	Mrs. Elliot.....	22 00 "	April 22, 1915.	"	"	Dominion Bridge	Mother.
499	Mrs. Hetu.....	22 00 "	June 17, 1915.	"	40 00	C.P.R.	Mother, 2 sisters, 1 brother
2983	Mrs. Daskel.....	22 00 "	Nov. 2, 1915.	"	90 00	C.P.R.	Wife, 3 children.
4563	Mrs. Cox.....	37 00 "	Nov. 1, 1915.	"	48 00	Journalist	Wife, 3 children.
4377	Mrs. Meunier.....	37 00 "	Nov. 1, 1915.	"	"	"	"

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2065	Mrs. Brookes	48 00	"	Dec.	17, 1915.	"	On wharf	Wife, 3 children.
4582	Mrs. Moss	22 00	"	Sept.	24, 1915.	"	Bricklayer	Mother.
1549	Mrs. Guay	32 00	"	Nov.	29, 1915.	"	Gunn & Co.	Wife, 3 children.
1914	Mrs. Matte	22 00	"	Oct.	20, 1915.	"	Canadian Steamships	Mother, 4 children.
44	Mrs. Keenan	37 00	"	April	7, 1915.	"	C.P.R.	Wife, 4 children.
781	Mrs. Thorpe	22 00	"	May	22, 1915.	"	Bookkeeper	Wife, 3 children.
853	Mrs. Alexander	22 00	"	June	23, 1915.	"		Wife.

## CANADIAN PATRIOTIC FUND, MONTREAL, APRIL 1, 1916.

TO SOLDIERS DISABLED THROUGH ILLNESS OR WOUNDS WHILE ON ACTIVE SERVICE.

(Statement submitted by Miss Helen R. Y. Reid).

Case No.	Name.	Amount of Pension.	Date of	Disability.	Former Wages.	Occupation.	Dependents.
		\$ cts.			\$		
214	Corbett	6 25 per month	June 22, 1915.	Slight		C.N.R.	Wife.
2160	Smith	21 30 "	May, 1915.	100%.		Farmer	Wife.
561	Cadioux	6 25 "			70 00	Lumberman	Wife.
127	Partrick.	11 00 "		25%.		C.P.R.	Wife.
985	Owen	10 00 "	Dec. 20, 1915.	50%.		Plasterer	Wife, 2 children.
431	Houle	6 25 "	Nov. 30, 1915.	25%, 12½% due to service			Wife, 3 children.
295	Lemay	16 00 "	Dec. 1, 1915.	50%.		City Hall	Wife, 1 child.
226	Lewis	16 00 "	Nov. 2, 1915.	60%.	120 00	Belt maker	Wife, 2 children.
1303	Suggers	11 00 "	Dec. 5, 1915.	Re-enlisted	44 00	Brewery	Wife, 1 child.
2899	Gendron	6 25 "	June 4, 1915.			Barber	Wife, 6 children.
3578	Thompson	11 00 "	Nov. 2, 1915.	25%.	32 00	Hotel	Mother, invalid sister.
2132	Bourdonnec	6 25 "	Nov. 24, 1915.	Asthma	48 00	Janitor.	Wife.
1706	Lavoie	6 25 "	Nov. 20, 1915.	5%.	48 00	Dom. Foundry	Wife.
1647	Worrall	11 00 "	Jan. 11, 1916.	25%.	75 00	Mon. L. H. and P.	Wife, 2 children.
1072	Lachane	16 00 "	Oct. 29, 1915.	100%.	40 00	City Ice Co.	Mother.
955	Paigle	6 25 "	Jan. 27, 1916.			Coal carter	Mother, 3 sisters.
1257	Charette	16 00 "	" 11, 1915.	75%.	45 00	Don. Bridge	Mother.
1322	Fournier	6 25 "	" 27, 1916.	25%.	75 00	Fraser, Vigor	Wife, 3 children.
806	Langlier	16 00 "	" 27, 1916.	50%.	60 00	Merchant's assistant	Aunt.
2327	Boisvert	6 25 "	" 27, 1916.	25%.	60 00	C.P.R.	Adoptive mother.
1406	Clayton	10 00 "	" 27, 1916.	25%.	55 00	Filtration plant	Mother, 2 sisters.
642	Crawford	23 50 "	" 27, 1916.	50%.		Spool Co.	Three children.
1198	Dennis	11 00 "	" 27, 1916.	25%.	55 00	Signal Works	Wife, 3 children.
313	Honnay	11 00 "	" 27, 1916.	25%.		Bricklayer	Wife.
565	Sanchez	16 00 "	June 6, 1916.	50% for 12 months.	28 00	Distillery	Grandmother.
170	Rose	6 25 "	Jan. 27, 1916.	25%.		Out of work	Wife, 4 children.
1682	Frost	6 25 "	" 27, 1916.	25% for 18 months.	17 00	Bank	Mother, 2 brothers.
1045	Dougan	6 25 "	Feb. 3, 1916.			Corporation	Mother, 2 sisters.
1176	Mitchell	11 00 "	Nov. 11, 1915.	100%.	40 00	Sand Co.	Mother.
106	Matheson	11 00 "	Mar. 31, 1915.	Tuberculosis.		G.T.R.	Wife, 3 children.
669	Harriman	8 33 "	Dec. 27, 1915.	50%.		C.P.R.	Wife.



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1057	Desnoyers.....	6 25	"	"	26, 1915.....		52 00	Corporation.....	Mother.
794	McCaskill.....	6 25	"	"	3, 1915.....		41 00	Corporation.....	Wife, 2 children.
4602	Frick.....	11 00	"	Jan.	6, 1916.....	25%	128 00	Docks.....	Mother.
666	Edsell.....	11 00	"	"	5, 1916.....	50%	60 00	Fireman.....	Wife, 2 children.
1173	Summers.....	11 00	"	"	11, 1916.....	25%	48 00	Corporation.....	Mother, 3 sisters.
1472	Gelinas.....	6 25	"	"	1, 1916.....	25%	48 00	Plasterer.....	Aunt.
3429	Armitage.....	6 25	"	Feb.	2, 1916.....	25%	97 00	Builder.....	Wife, 2 children.
883	Arial.....	11 00	"	Jan.	5, 1916.....	50%	125 00	Carpenter.....	Mother.
1491	Chatfield.....	16 00	"	"	11, 1916.....	50%		On Harbour.....	Wife, 3 children.
61	Cross.....	14 00	"	Feb.	8, 1916.....	50% for 12 months.....		Biscuit Co.....	Wife, 6 children.
1080	Fisher.....	6 25	"	"	8, 1916.....	25%	62 00	Peter Lyall.....	Wife, 9 children.
4495	Read.....	6 25	"	"	4, 1916.....	25%	40 00	Shoemaker.....	Mother.
1458	Glennie.....	6 25	"	"	10, 1916.....	25%	98 00	Chf.....	Wife, 3 children.
870	Gauthier.....	11 00	"	"	5, 1916.....	25%	32 00	Express Co.....	Mother.
704	Theoret.....	11 00	"	"	5, 1916.....	25%		Farm hand.....	Wife, 3 children.
1627	Watson.....	6 25	"	"	11, 1916.....	Now in Angus shops ..	90 00	Farm hand.....	Wife, 4 children.
50	Cowan.....	11 00	"	Jan.	1, 1916.....	25%	32 00	Rug Co.....	Sister.
1182	Bourget.....	6 25	"	Nov.	5, 1915.....	100%	30 00		Wife.
2887	Petit.....	11 00	"	Feb.	1, 1916.....	75%	40 00		Wife, 2 children.
4411	Heap.....	11 00	"	Jan.	5, 1916.....	25%			

N. B.—The disability is medical not industrial, and could be remedied by expert technical advice from men of trades or business.



## MINUTES OF PROCEEDINGS.

HOUSE OF COMMONS, ROOM 301,

TUESDAY, April 11, 1916.

The Committee met at 11 a.m., the Chairman, Hon. Mr. Hazen, presiding.

PRESENT:—Messrs. Green, Hazen, Macdonell, Nesbitt and Nickle.

Mr. W. Stockdale of the Imperial Pensions Office, Ottawa, addressed the Committee respecting the earning capacity of a pensioned soldier, also expressed his views respecting deferred pensions and commutation of pensions.

Mr. Nickle, a member of the sub-committee on proposed scale of pensions, reported progress.

The Committee then adjourned to meet again at the call of the Chairman.

V. CLOUTIER,

*Clerk of Committee.*

J. D. HAZEN,

*Chairman of the Committee.*

HOUSE OF COMMONS, ROOM 301,

THURSDAY, April 13, 1916.

The Committee met at 11 a.m., the Chairman, Hon. Mr. Hazen, presiding.

PRESENT:—All nine members of the Committee.

The Committee proceeded to the consideration of a draft copy of report which was submitted by Mr. Nickle of the sub-committee.

The Chairman read the report submitted and proposed that its consideration clause by clause be proceeded with at next meeting of the Committee, which was agreed to.

The secretary was instructed to obtain from Mr. J. W. Borden an estimate of total cost for pensions based on schedule of rates as contained in the draft copy of report now under consideration.

The Committee then adjourned until Tuesday, April 18, at 11 o'clock a.m.

V. CLOUTIER,

*Clerk of Committee.*

J. D. HAZEN,

*Chairman of the Committee.*

HOUSE OF COMMONS, ROOM 301,

TUESDAY, April 18, 1916.

The Committee met at 11 a.m., the Chairman, Hon. Mr. Hazen, presiding.

PRESENT:—All nine members of the Committee.

In attendance:—Mr. J. W. Borden, Accountant and Paymaster General, Militia Department.



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The Committee proceeded to the consideration of an estimate of cost of pensions prepared by Mr. J. W. Borden and based upon a schedule of rates submitted by Mr. Nickle of the sub-committee. In connection therewith Mr. Borden explained certain contents of the copy of estimate.

The Committee then proceeded to consider a draft copy of report to be presented to the House. Clauses 1 to 12 inclusive were considered. It being one o'clock the Chairman left the Chair and the Committee rose to resume at 5 p.m.

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The Committee resumed at 5 o'clock p.m., the Chairman, Hon. Mr. Hazen presiding.

PRESENT:—Messrs. Green, Hazen, Macdonald, Macdonell, Nesbitt, Nickle and Oliver.

The Committee further considered clause 12. Clause 13 was also considered. It being 6 o'clock, the Chairman left the Chair and the Committee rose to resume at 9 o'clock p.m.

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The Committee resumed at 9 o'clock p.m., the Chairman, Hon. Mr. Hazen, presiding.

PRESENT:—Messrs. Green, Hazen, Macdonald, Macdonell, Nesbitt, Nickle, Oliver and Scott.

The Committee proceeded to the further consideration of the draft copy of report. Several changes were proposed and adopted. The report with said changes was referred to the sub-committee with instructions to re-write the report as amended.

The Committee then adjourned to meet again at the call of the Chairman.

V. CLOUTIER,

*Clerk of Committee.*

J. D. HAZEN,

*Chairman of the Committee.*

HOUSE OF COMMONS, ROOM 301,

THURSDAY, May 4, 1916.

The Committee met at 11 o'clock a.m., the Chairman, Hon. Mr. Hazen, presiding.

PRESENT:—Messrs. Green, Hazen, Macdonell, Nesbitt, Nickle, Oliver and Scott.

The Chairman read the following communications:—

From Mr. Wm. David McPherson, K.C., M.P.P., Chairman of the Soldiers' Aid Commission, Toronto, re the putting of reservists of Great Britain and her Allies on the same footing as our own men regarding pensions. Ordered, That Mr. Macdonell communicate with Mr. McPherson.

From Mr. Frank Darling, Chairman of Committee of the Toronto and York County Patriotic Fund Association, respecting a set of graphic diagrams showing pensions paid in England, United States, Australia and New Zealand, and the existing and proposed scales in Canada. Ordered, That the secretary wire Mr. Darling to forward the said diagrams to the Committee.

## APPENDIX No. 4

From Mr. Clive Pringle, of Ottawa, respecting national homes for disabled volunteer soldiers at Togus, Maine, and Milwaukee, Wisconsin. Ordered, That the secretary acknowledge receipt of same and that he be instructed to have same printed.

The Committee then proceeded to the consideration of the revised draft copy of report to be presented to the House. Clauses 13 to 24, inclusive, were adopted.

The Committee then adjourned until Monday, May 8, at 11 o'clock a.m.

V. CLOUTIER,  
*Clerk of Committee.*

J. D. HAZEN,  
*Chairman of the Committee.*

HOUSE OF COMMONS, ROOM 301,  
MONDAY, May 8, 1916.

The Committee met at 11 o'clock a.m., the Chairman, Hon. Mr. Hazen, presiding.

PRESENT:—MESSRS. Green, Macdonald, Nickle, Oliver and Scott.

The Chairman read the following communications:—

From Hon. R. Lemieux stating his inability to attend the Committee meeting, but strongly supporting Mr. Macdonald's motion respecting British and French reservists.

From Mr. E. W. Nesbitt, letter with copy of proposed additions to report; also clause prepared by Mr. Nesbitt respecting reservists.

From Mr. Frank Darling, letter and a dozen or more graphic charts respecting scales of pensions; and

From Mr. E. H. Scammell of the Military Hospitals Commission, *re* supplementing the pensions of British and other reservists and observations thereon.

Mr. Nickle moved, seconded by Mr. Oliver, that clause 25 be re-drafted to meet the suggestions made by Mr. Nesbitt, which was agreed to.

The secretary was instructed to acknowledge receipt of Mr. Darling's communication and graphic charts.

The Committee then proceeded to further consider the report of the Committee to be presented to the House.

On motion of Mr. Green, seconded by Mr. Scott, it was resolved that the report as read by the Chairman and containing the amendment proposed by Mr. Nesbitt with reference to British and other reservists, be adopted, and that the said report be presented to the House, which was agreed to.

The secretary was instructed to print the communications received with reference to National Homes for Disabled Volunteer Soldiers at Togus, Maine, and at Milwaukee, Wisconsin.

The Committee then adjourned *sine die*.

V. CLOUTIER,  
*Clerk of Committee.*

J. D. HAZEN,  
*Chairman of the Committee.*

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FURTHER STATEMENTS SUBMITTED AND COMMUNICATIONS RECEIVED.

V. CLOUTIER, Esq.,  
Clerk to the Pensions Committee,  
House of Commons, Ottawa.

OTTAWA, April 6, 1916.

DEAR SIR,—I beg to acknowledge receipt of your letter of April 5, and to enclose herewith a statement showing the number of families on the books of the Patriotic Fund at the end of February in each of the three classes mentioned in your letter.

If we can give your Committee any further information, we shall be very glad to hold ourselves at your disposal.

Yours truly,

PHILIP H. MORRIS,  
Assistant Secretary.

CANADIAN PATRIOTIC FUND.

CLASSIFICATION of families receiving assistance from the Canadian Patriotic Fund during the month of February, 1916.

Canadian Volunteers. 30,119	British Army Reservists. 569	British Naval Reservists. 52	Belgian Army Reservists. 114
French Army Reservists. 586	Italian Army Reservists 64	Serbian Army Reservists. 2	Russian Army Reservists. Nil.

Total number of families—31,506.

PHILIP. H. MORRIS,  
Assistant Secretary.

(15)

W. F. NICKLE, Esq., M.P.,  
House of Commons,  
Ottawa.

OTTAWA, May 5, 1916.

DEAR MR. NICKLE,—As requested, I am sending you the scale of pensions worked out from Private to Brigadier-General with the changes made for Sergeant-Major and Warrant Officer.

Yours truly,

J. W. BORDEN,  
A. & P.M.G.

SCALE OF PENSIONS.

	1st Class.	2nd Class. 80%.	3rd Class. 60%.	4th Class. 40%.	5th Class. 20%.
	\$	\$	\$	\$	\$
Rank and File. . . . .	480	384	288	192	96
Staff Sergeants and Sergeants. . . . .	510	408	306	204	102
Regimental Sergeant-Major	620	496	372	248	124
"    Quartemaster-Sergeant					
Master Gunner. . . . .	680	544	408	272	136
Warrant Officer. . . . .	720	576	432	288	144
Lieutenant. . . . .	1,000	800	600	400	200
Captain . . . . .	1,260	1,008	756	504	252
Major. . . . .	1,560	1,248	936	624	312
Lt.-Colonel. . . . .	1,890	1,512	1,134	756	378
Colonel. . . . .	2,700	2,160	1,620	1,080	540
Brigadier-General. . . . .					



## APPENDIX No. 4

RESERVISTS *RE* WAR PENSIONS.

OTTAWA, May 8, 1916.

Honourable J. D. HAZEN, P.C.,  
Ottawa.

SIR,—As I am informed that the matter of supplementing the pensions of British and other reservists, who were *bona fide* residents in Canada at the outbreak of the war, is to be further discussed at your meeting to-day, I should be greatly obliged if you would allow me to emphasize the recommendation made by me in my evidence and also by Sir Herbert Ames, in this regard. I desire to submit the following reasons why the Government of Canada should undertake to supplement the pensions of all such reservists:—

1. All these men were Canadian citizens and it is probable that a majority of them would have enlisted in the Canadian Expeditionary Force if it had not been incumbent on them to return to the units with which they were previously connected. All are fighting in the same cause.

2. The British rate of pension is considerably less than the rate which the Committee proposes for members of the Canadian Expeditionary Force, the former being based upon the cost of living in Great Britain, while the latter is based upon the cost of living in Canada.

3. If the disabled reservist has to live on his pension without some supplementary grant it may be necessary for him or his family, in the event of his death, to return overseas.

4. If no provision is made for meeting the difference in the British and Canadian pension rate a large number of men, and where the men have been killed, a large number of widows with their families, will be dependent on local charity.

5. The burden of assisting reservists and their families will fall heavily upon the public in those centres from which most have come, whereas this burden should be borne by the country as a whole. It is absolutely certain that the difference will have to be met by public subscription, by municipal taxation, or by the Government. If the difference is paid by the Government those people who have not contributed to the Patriotic Fund or any other war fund, will pay their just share.

5. In view of the sacrifices which Canada has made and is making the extra cost of these pensions would be a mere bagatelle.

The Government of Australia has decided to assume the responsibility of meeting the difference between the British and Australian rates of pension. The following is clause 15 of the War Pensions Act, 1914:—

“The provisions of this Act shall extend to the case of any soldier of the Imperial Reserve Forces called up for active service who at the commencement of the present state of war was *bona fide* resident in Australia, as if that soldier were a member of the Forces as defined in this Act:

“Provided that where the soldier or his dependents is or are entitled to any pension or compensation under any Imperial Act the rate or amount of that pension or compensation shall be taken into account in assessing the rate of pension payable under this Act:

“Provided further that a pension shall not be payable under this section to any person who is not *bona fide* resident in Australia.”

Certain arguments have been advanced against the foregoing course which I desire to refer to, stating at the same time my reasons for considering these arguments untenable.

1. The addition to the cost of pensions would be considerable. I have been informed by Mr. W. Stockdale, Accountant of the Imperial Pensions Branch, that the

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number of British reservists recalled to the colours, who were residing in Canada at the outbreak of the war, does not exceed 4,000. The Assistant Secretary of the Canadian Patriotic Fund states that the following is the approximate number of families of reservists receiving assistance from the fund in all parts of Canada: British, 600; French, 600; Belgian, 100; Italian, 70; Serbian, 2. Take the case of the British reservists, the total disability pension in England is \$316 per year; the total disability pension which I am informed the Committee proposes to recommend to the Government is \$461.40, or a difference of \$145.40. Suppose 25 per cent of the 4,000 British reservists were killed or totally disabled—an altogether excessive number—to pay the difference would entail an annual expenditure on the part of the Government of Canada of less than \$150,000. Probably less than \$100,000 would meet the case of the reservists of our Allies, so that the annual addition to our pension expenditure could not be more than \$250,000; it would probably not exceed half this amount. Out of a total monthly expenditure by the Patriotic Fund of \$700,000, \$14,000, or 2 per cent, goes to the families of reservists of our Allies. They are paid at a higher rate than the families of members of the Canadian Expeditionary Force, as their Government allowance is smaller.

2. British reservists have been in receipt of 6d. or 12 cents per day and therefore should not be entitled to special consideration. I cannot see that this altogether insignificant allowance by the British Government which is on account of services already rendered, has anything to do with the situation. Canadian pensions are not granted as a reward for services but in order to enable the men who have suffered disability to continue living in Canada without having to rely on charity.

3. If pensions on behalf of British reservists resident in Canada are to be brought up to the Canadian standard the British Government should be asked to pay the cost. I think there is very little chance of a request of this nature being acceded to. The British Government has based its pension scale on what it costs to live in Great Britain and it might very properly answer that residence in another country is a matter for the soldier himself to decide. It is evident that this is the view taken by the Government of Australia, and the situation has been met in that country by the assumption by the Government of the responsibility for whatever difference there may be in the two rates of pension.

It is quite clear that there may be some difficulties in carrying out in Canada, the policy recommended, but the same difficulties will arise in Australia. There should not be much trouble, however, in dealing with the British reservists, though there may be some in the case of the French, Belgian and others.

I have the honour, therefore, to suggest for the consideration of the Committee that a clause similar to that in the Australian Act should be incorporated in the report which will be submitted to the Government, together with a further clause empowering the Pension Board to grant pensions to the reservists of our Allies, or their dependents, at the discretion of the Board.

My work in dealing with returned soldiers brings me into contact with conditions in all parts of Canada and I know that we shall be faced with a serious situation if no provision is made by the Government to deal with the reservist question. Already there are many indications of this, especially in Manitoba and British Columbia. I desire, therefore, respectfully and most earnestly, to urge upon the Committee the fullest consideration of this matter. I enclose the copy of the Australian Act from which I have quoted.

I have the honour to be, sir,  
Your obedient servant,

E. H. SCAMMELL,  
*Secretary.*

OTTAWA, May 8, 1916.

## APPENDIX No. 4

(17)

## SOLDIERS HOMES IN UNITED STATES.

MONTREAL, April 28, 1916.

*(Transmitted by Mr. Pringle to the Committee.)*

DEAR MR. PRINGLE,—With further reference to the matter of the National Soldiers' Homes in the United States; I now enclose you a letter from President Todd, of the Bangor and Aroostook Railroad, together with a very informative one from Colonel William P. Hurley, Governor of the Home at Togus, Maine. I have written the Colonel thanking him for his courtesy in furnishing such extensive data. I also enclose you the view book of the Home to which the Colonel refers in his communication.

Have not yet heard from my friend Earling in regard to the Wisconsin institution.

Yours very truly,

E. J. CHAMBERLIN.

CLIVE PRINGLE, Esq.,  
Pringle & Guthrie,  
Ottawa.

BANGOR, Maine, April 24, 1916.

*Soldiers' Home.*

MY DEAR CHAMBERLIN,—Again referring to your note of the 18th from Ottawa, I now take great pleasure in sending you herewith original letter dated the 21st from Col. Wm. P. Hurley, Governor of the National Home for Disabled Volunteer Soldiers, located at Togus, Maine, which communication I think covers all of the essential points upon which you desired information.

You will note from the letterhead that the "Managers" are the President of the United States, the Chief Justice of the Supreme Court, and the Secretary of War, and from the letter you will see that it is supported by Congress.

Only one point upon which you might desire information occurs to me as not being covered, and that is whether or not any of these old soldiers pay anything into the home if they are in a position to do so; I rather doubt it, but will gladly take this point up if you wish to know about it, or any others as to which you may wish to make inquiry.

I also send the pamphlet of views of the various buildings, etc.

It has been a great pleasure to attend to this little matter for you, and especially for Canadians, and if there is anything else that is wanted please do not hesitate to call upon me for it.

Sincerely yours,

PERCY R. TODD.

Mr. E. J. CHAMBERLIN,  
President,  
Grand Trunk Railway System,  
Montreal, P.Q.



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NATIONAL SOLDIERS' HOME, MAINE, April 21, 1916.

From:—The Governor.

To:—Percy R. Todd, President, Bangor &amp; Aroostook R.R. Co., Bangor, Maine.

Subject:—Data in *re* Eastern Branch N.H.D.V.S.

DEAR SIR,—

1. Your letter of the 20th instant, inclosing copy of letter from President Chamberlain of the Grand Trunk Railway System of Canada, received this morning. I shall be very glad to give you all information possible in relation to our Branch Home and following you will find such information as is deemed most essential.

2. To give a general idea of the buildings and grounds of the branch, I am having mailed you under separate cover, a souvenir view book of the home.

3. The reservation is situated, as you are probably aware, some five miles from the city of Augusta. The total area comprises some 1,735 acres. To date this land has cost the Government \$69,600. There are nine barracks buildings. Five are of brick and four are frame buildings. In addition to this is the hospital, a very large frame building. The library is of brick and of the seven buildings used for officers' quarters, three are of brick and four are frame buildings. There are also six frame storehouses and thirty-four other buildings, all frame, comprising which are the barns, shops, dry cleaning plant, coal sheds, etc. The original cost of buildings is figured at \$808,615.84.

4. On June 30, 1915, which was the end of our last fiscal year, the Home had a membership of 1,676, including officers. In addition to this there were about 200 civilian employees quartered in the home dormitories or on the home grounds. The number cared for during the last fiscal year was 1,787 Civil War men and 534 of other wars, such as the Spanish-American War, Philippine Insurrection, Indian Campaign veterans, etc. The average age of all members cared for during the year was 65.85 years. I am inclosing a representative bill of fare to give you some idea of how the men are fed, and the average cost of the daily ration in the general mess for the year (raw material) was 0.2117.

5. The Home has a septic sewage system. Sewage pumped into septic tank and automatically distributed to filtering beds. Two gasoline pumps take care of this work. The water is obtained from the Augusta water district by pipe line from Augusta, Maine, and the cost to the home last year was \$8,166.38.

6. The Home maintains its own steam plant, consisting of a main plant with six boilers and seven boilers in buildings outside the main plant. The total cost of operating this plant and the outside boilers during the year, including cost of coal, labour, castings, boiler inspection, etc., was \$24,442.59.

7. The Home does not maintain a lighting plant. The electric light is supplied by contract by the Central Maine Power Company. The cost last year for all light and power supplied was \$10,604.

8. The Home is officered by twelve commissioned officers, the names and titles of nine of whom you will find in this letterhead. The other three are assistant surgeons. In addition there are 31 non-commissioned officers, consisting of company commanders, company sergeants, etc., and about 170 civilian employees. About 200 of the members on an average are also employed during the year, and the total cost for personal services last year was \$115,258.72.

9. The Home maintains an up to date library, having on file all the more important daily and weekly papers all over the United States, and many magazines and periodicals. At the close of the year there were over 12,000 volumes of books in the library for circulation, consisting of fiction, travel, biography, history, etc.

10. Baseball, in season, motion pictures and dramatic entertainments are provided also for the entertainment of the members and a club room, with pool and billiard tables and facilities for card playing and other games.

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11. The entire appropriation by Congress for the support of this Branch Home for the present fiscal year was \$319,240.56, which is about an average appropriation for a fiscal year.

12. It is thought that the foregoing will give you a fairly good idea of the home, but if there is any specific information you desire that has been left out, I will be pleased to have same furnished you if you will write for same.

13. It is desired to add to the above that the Home also maintains during the summer season a band of about 18 pieces, and during the winter an orchestra of from twelve to fifteen pieces for the entertainment of the members. During the summer daily concerts are held, except on Mondays, at four o'clock in the afternoon for an hour, and in the winter concerts are held each evening except Tuesdays, in the home treatre from 7 to 8 o'clock. It is also desired to state that the present membership of the Home is considerably less than several years since and the capacity of the Home barracks is much larger than is in use. About 500 more members could be accommodated with the present buildings.

Very truly yours,

WILLIAM P. HURLEY.

# EASTERN BRANCH, NATIONAL HOME FOR DISABLED VOLUNTEER SOLDIERS.

## BILL OF FARE FOR THE WEEK ENDING MAY 6, 1916.

### *Sunday, April 30.*

BREAKFAST.—Baked beans with mess pork, catsup, brown and white bread, butterine, coffee.

DINNER.—Mutton fricassee, boiled potatoes, stewed tomatoes, mince pie, cheese, bread, butterine, coffee.

SUPPER.—Corn meal mush, sugar, milk, sugar cookies, fruit sauce, syrup, bread, butterine, tea.

### *Monday, May 1.*

BREAKFAST.—Codfish hash, pepper sauce, bread, butterine, coffee.

DINNER.—Beef soup, onions, potatoes, carrots, turnips, macaroni, tomatoes, barley crackers, pickles, bread pudding, sauce, bread, butterine, coffee.

SUPPER.—Cold meats, boiled potatoes, fruit sauce, syrup, bread, butterine, tea.

### *Tuesday, May 2.*

BREAKFAST.—Irish stew, corn cake, white bread, butterine, coffee.

DINNER.—Salt cod with pork scraps, boiled potatoes, stewed corn, rice pudding, bread, butterine, coffee.

SUPPER.—Boiled hominy, sugar, milk, molasses cake, prunes, syrup, bread, butterine, tea.

### *Wednesday, May 3.*

BREAKFAST.—Baked beans with mess pork, horseradish, graham and white bread, butterine, coffee.

DINNER.—Beef à la mode, vegetable gravy, boiled potatoes, mashed turnips, apple pie, cheese, bread, butterine, coffee.

SUPPER.—Cottage pudding, lemon dressing, fruit sauce, syrup, bread, butterine, tea.

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*Thursday, May 4.*

BREAKFAST.—Meat hash, mustard pickles, pepper sauce, graham and white bread, butterine, coffee.

DINNER.—Roast veal, brown gravy, boiled potatoes, creamed parsnips, corn starch pudding, bread, butterine, coffee.

SUPPER.—Sliced bologna, boiled potatoes, apple sauce, syrup, bread, butterine, tea.

*Friday, May 5.*

BREAKFAST.—Scrambled eggs, boiled potatoes, bread, butterine, coffee.

DINNER.—Clam chowder, diced pork, potatoes, crackers, pickles, tapioca pudding, bread, butterine, coffee.

SUPPER.—Macaroni with tomatoes, currant buns, peach sauce, bread, syrup, butterine, tea.

*Saturday, May 6.*

BREAKFAST.—Fried bacon, boiled potatoes, corn cake, bread, butterine, coffee.

DINNER.—Boiled pork shoulder, boiled potatoes, stewed peas, bread pudding, sauce, bread, butterine, coffee.

SUPPER.—Baked tripe, boiled potatoes, fruit sauce, syrup, bread, butterine, tea.

*Approved:*

WILLIAM P. HURLEY, *Governor.*

J. B. MACHLE,

*Commissary of Subsistence.*

(18)

APRIL 29, 1916.

*(Transmitted by Mr. Pringle to the Committee.)*

DEAR MR. PRINGLE.—Enclosed I hand you communication from my friend Earling, President of the Chicago, Milwaukee & St. Paul Railway, *re* the Northwestern Branch of the National Home for Disabled Volunteer Soldiers, located at Milwaukee, together with report of the Managers of the Homes, which affords very complete information not only about the Milwaukee Home, but others in the United States. There is also enclosed some photographs of the Milwaukee Home.

If there is anything more I can do to assist Mr. Green in this matter, would be glad to know.

Your very truly,

E. J. CHAMBERLIN.

CLIVE PRINGLE, Esq.,  
Pringle & Guthrie,  
Ottawa.

CHICAGO, April 24, 1916.

MY DEAR MR. CHAMBERLIN,—In response to the request contained in your letter of the 18th instant, I am transmitting to you, under separate cover, photographs of the Northwestern Branch of the National Home for Disabled Volunteer Soldiers, located at Milwaukee, together with copy of report of the Managers which very completely affords information as to the size, number and cost of buildings; to



## APPENDIX No. 4

organization, and the cost of sustenance and other expenses per capita, also explaining the general regulations, the provision made for amusement, clothing, etc.

This volume gives like information of other branches of the National Plan of Homes for Disabled Soldiers and Sailors, and will doubtless be found of interest in this same connection.

I trust in the consideration of the subject you mention, this information may be all that is desired. If otherwise, it will be a very great pleasure to return additional data, if you will advise me.

Yours sincerely,

A. J. EARLING.

Mr. E. J. CHAMBERLIN,  
President, Grand Trunk Railway System.  
Montreal, Que.























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